DOCUMENT RESUME

ED 203 056	CE 029 106

TITLE	The Knowledge Development Agenda. Knowledge Development Framework. Youth Knowledge Development Report 1.1.
INSTITUTION	Employment and Training Administration (DOL), Washington, D.C. Office of Youth Programs.
PUB DATE	May 80
NOTE	246p.: For related documents see ED 029 107-126, ED 154 243, ED 163 113, ED 170 434-435, ED 170 485, ED 181 142, ED 183 721, ED 195 664-666, and ED 200 782-784.
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402 (Stock No. 029-014-00116-3, $6.00).
EDRS PRICE	MF01/PC10 Plus Postage.
DESCRIPTORS	*Demonstration Programs: Disadvantaged Youth: Economically Disadvantaged: *Educational Planning: *Employment Programs: Evaluation Methods: Federal Programs: Program Descriptions: Program Effectiveness: *Program Evaluation: *Research Design: Research Methodology: Research Utilization: *Youth Employment
IDENTIFIERS	*Youth Employment and Demonstration Projects Act

ABSTRACT

The Youth Employment and Demonstration Projects Act of 1977 (YEDPA) authorized a range of research, evaluation, and demonstration activities to increase understanding of the employment problems of youth and to help determine the most effective policies and programs to address these problems. Although many programs, such as the War on Poverty and the Comprehensive Employment and Training Act (CETA) had addressed these problems previously, these programs had failed to provide a knowledge base for youth programs for the 1980s. Past knowledge development efforts were not adequately balanced, coordinated, disseminated, or operationalized. The knowledge development required by the 1977 YEDPA is documented in a series of reports, grouped into 12 categories. This document, the first of the reports, presents a rationale for the knowledge development effort, and an overview of the entire YEDPA program and the reports stemming from it. The three plans contained in this document provide the framework for the following "Youth Knowledge Development Reports." The three plans build on each other. The first plan emphasizes the coordinated assessment of "first order" issues needed to legislate more effective youth programs. The second plan fine tunes the questions and better structures the activities to address more detailed administrative, service mix, and target group issues, and to test longer duration interventions. The third plan stresses follow-through on previous activities and also emphasizes dissemination and application of the findings. In addition, implications for the 1980s are discussed. (KC)

YOUTH KNOWLEDGE DEVELOPMENT REPORT

KNOWLEDGE DEVELOPMENT FRAMEWORK
The Knowledge Development Agenda

ED203056

May 1980

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Youth Knowledge Development Report 1.1

THE KNOWLEDGE DEVELOPMENT
AGENDA

Office of Youth Programs

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Washington, D.C. 20402

OVERVIEW

The Youth Employment and Demonstration Projects Act of 1977 authorized a range of research, evaluation and demonstration activities to increase understanding of the employment problems of youth and to help determine the most effective policies and programs to address these problems. In the preceding 15 years, a massive array of research and demonstration activity had been undertaken for this same purpose. Under the War on Poverty, and continuing under CETA, there had been thousands of experimental projects and tests of alternative approaches. While much had been learned from these efforts, it was the Congressional perception that there was no firm informational basis for youth policies for the 1980s.

Although in fact we know as much or more about youth employment problems and programs than about any other major social welfare issue, there are reasons why more progress was not made through previous efforts--reasons that had to be recognized and overcome if the YEDPA "knowledge development" mandate were to be achieved:

First, past demonstrations mainly focused on trying out new ideas and approaches. They were rarely implemented in multiple sites with the varying conditions and large sample sizes necessary to reliably capture the impacts of short-term interventions or to predict success in varied settings.

Second, too little attention was paid to "bread and butter issues;" with the rewards all for "innovation," there was not enough focus on how to improve conventional programs and practices. Program evaluations were frequently launched simply to defend funding levels and focused little on critical process issues. Experiments and demonstrations were seldom used to assess conventional approaches.

Third, the assessment efforts were too balkanized. Rarely were research, demonstration and evaluation activity harnessed together in a coordinated way to focus on the same issues. "Rigorous" statistical studies too often ignored "soft" process evaluations and as a result become little more than econometric exercises. The research community concentrated primarily on esoteric model building and testing from available data sets. The projects funded by the Department of Labor put perhaps too much emphasis on economic outcomes and too little on the psychological and behavioral changes so important in understanding the youth experience. Studies by other agencies frequently ignored employment issues.

Fourth, there was minimal attention to the dissemination and synthesis of the research, evaluation and demonstration findings. Balkanization reduced the potential for comparability and integration across studies, but even this potential was far from being realized. Simply put, hundreds if not thousands of reports simply disappeared into the bowels of the sponsoring bureaucracies. As a result, many promising and important findings were ignored, and there was much overlap and duplication in the effort.

Fifth, and perhaps most critical, the lessons which were learned were rarely applied. There was no planned process of replicating promising ideas, no mechanisms for implementing improvements in conventional approaches, and no direct impact on the policy process. Not enough attention was devoted to the translation of research, evaluation and demonstration findings into terms that could be utilized by practitioners and policymakers.

In summary, past knowledge development efforts were not adequately balanced, coordinated, disseminated or operationalized. It is, perhaps, unrealistic to have expected much more since these activities were exploring new terrain, since the techniques and skilled personnel for research, evaluation and social experimentation had to be developed, and since resources were inadequate to pursue a comprehensive strategy. However, these explanations are no longer justification, and YEDPA had to do better based on these past lessons.

To improve the coordination, balance, dissemination and operationalization of research, evaluation and demonstration activity under YEDPA, three annual "knowledge development plans" were prepared which provided the framework for the use of discretionary authority under YEDPA and also the Summer Youth Employment Program and Job Corps. The three plans, which follow in sequence, build upon each other. (In the first year, there was a separate supplement on monitoring and evaluation.) The first plan emphasized the coordinated assessment of "first order" issues needed to legislate more effective youth programs. The second plan finetuned the questions, and better structured the activities, to address more detailed administrative, service mix and target group issues, and to test longer duration interventions. The third plan stressed follow-through on previous activities but also emphasized dissemination and application of the findings.

The emphases and products of knowledge development activities were time sequenced. Research from existing data sets and syntheses of previous research were undertaken first and most rapidly in order to provide a foundation for further activity. Evaluations of existing programs were initiated and mechanisms established to assess the new YEDPA program experience, with an obvious lag in those findings. Multiple-site demonstrations were put into place to test relatively conventional approaches under adequately controlled circumstances. Promising approaches from past demonstrations were identified and replication was attempted to see if success could be achieved in alternative circumstances. New ideas and methods were implemented in a smaller number of sites on a somewhat slower time track because of the lags in design and development. The research and evaluation findings were widely disseminated as they became available and applied in policy deliberations including the Vice President's Task Force on Youth Employment which was charged by President Carter with developing youth policies for the 1980s. Institutional arrangements were developed under the third plan for continuing dissemination and synthesis of findings, while administrative mechanisms were established to operationalize the productive results.

In other words, knowledge development is a continuing and evolving process. While these three plans provide the framework, and while almost all of the elements described have been initiated, the ultimate payoff of these efforts will depend upon the follow-through. There are four basic dimensions:

First, the activities which have been initiated must be completed. Certain projects were planned as multi-year activities to specifically test the impact of longer duration services or to study problems over an extended period. To test multi-year learning curves, at least some project sites in most demonstrations should be continued. Unquestionably, there will be a rapid phasedown in the volume of activity beginning in fiscal 1982 and in the requirements for new resource commitments to complete existing projects beginning in fiscal 1981. The challenge in this process is to sort out what really needs to be continued for knowledge development purposes, as well as the successes and failures, in order not to continue down dead ends. Given the diversity of institutions involved and the scale of activity, it will be difficult to phase down in an orderly fashion.

Second, priority must be placed on establishing the mechanisms for longer-term followup on already funded activities. The demonstration projects as well as certain evaluations and new research surveys have gathered a wealth of data which provide comparison and control groups to test the longer-term effects of program interventions. Social security, income tax and unemployment insurance records all might be tapped to track longer-term developments for matched groups of youth. Alternatively, arrangements might be made for future sampling of youth who have been matched under certain demonstrations and tracked three and eight months after completion. Usually such tracking efforts are initiated retrospectively, i.e., several years after the fact there is an attempt to secure old records of youth in different circumstances to determine how they fared subsequently. Usually there is incomplete information to control for key variables. With forethought and planning to create data files of experimentals and controls under the demonstration projects, it should be possible to improve on this process. It is not very costly since the information gathering has already occurred and this is really a question of consolidation and planning for the future.

Third, some new knowledge development activities will be prudent. Perhaps the most effective approach is that of planned variation. For instance, where multiple-site projects offering a set of activities are to be continued, a portion of them could alter the mix of services or the target group in order to test whether this changes effectiveness. Already gathered data on effectiveness of the basic approach can be used to better assess the planned variations. Some of the demonstrations of new approaches which occurred in only one or two sites might be extended to others to assess replicability. Undoubtedly, the present research, evaluations and demonstrations will suggest some other ideas that need testing. New activities, however, will be on a drastically reduced scale compared to the initiatives begun in the fiscal 1978-1980 period.

Fourth, it is necessary to operationalize those ideas and approaches which are found to be effective. This is one of the implicit aims of the Administration's proposed youth legislation, and the major elements can be implemented administratively without legislation. Incentives will be utilized to encourage CETA prime sponsors and other delivery agents to replicate approaches which are found to be successful. In other words, national discretionary funds will be provided to match formula-allocated local funds if they are used for defined models. In almost all the demonstration projects, one of the products is how-to-do-it guide. Additionally, delivery agents for the demonstrations were selected with the anticipation that if the projects were successful, they could provide technical assistance on a continuing basis, sharing their expertise with the prime sponsors which are receiving incentive grants to implement the exemplary approaches.

Another thrust of both the Administration's legislative proposals and of policy under the Office of Youth Programs is to increase priority on capacity building efforts at the local level in substantive subject areas. For instance, if the prime sponsor wanted to devote attention to improving career counseling in projects it operated directly as well as those of local grantees, a nationally supported technical assistance agent would be available to assess local counseling activities, to offer a full range of services to improve these activities, and to deliver the agreed upon services. These agents would be the conduits for information learned from knowledge development activities which could be useful for local programs.

It is anticipated that as research, evaluation and demonstration activity declines in fiscal 1981 and 1982, the discretionary resources utilized for these purposes will be redirected to dissemination and application through incentives and vastly expanded capacity building efforts.

Fifth, there is a need to disseminate the products of the knowledge development activities as broadly as possible in order to assure the widest possible access for those who might analyze and synthesize the information as well as those who will actively apply it at both the policy and program delivery levels.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor is organizing, publishing and disseminating the written products of all major research, evaluation and demonstration activities supported directly by or mounted in conjunction with the knowledge development effort. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is the first, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, validation of measurement instruments, the translation of knowledge into policy, and the strategy for disseminating findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analysis of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems and policy analyses.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programming, the use of incentives and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered including the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower and the like.

12. Institutional Linkages: The products in this category will include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse agencies and the like.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities, focused on different policy, program and analytical issues. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstration. Hence, the multiple products under a knowledge development activity are closely interrelated and the activities in each broad cluster have significant interconnections.

The three plans contained in The Knowledge Development Agenda provide the framework for all of the following Youth Knowledge Development Reports. By the same token, the other products in the "knowledge development framework" category further elucidate the discussion in the plans as well as fleshing out the details. The most important and reports would include the following: Knowledge Development Activities, Fiscal 1978-1979, Knowledge Development Under the Youth Initiatives--Proceedings of An Overview Conference, and The Standardized Assessment System. The interim findings from research, evaluation and demonstration activities through March 180 will be summarized in Making Sense of the Knowledge Development Findings and Youth Knowledge Development Summary.

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A KNOWLEDGE DEVELOPMENT PLAN FOR THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT OF 1977

I. KNOWLEDGE DEVELOPMENT GOALS

Based on the premise that more information and experimentation is needed before developing a long-term youth program, the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) authorizes a large variety of innovative demonstration projects to explore the relative effectiveness of different approaches in assisting economically disadvantaged and other youth to complete high school to enter the world of work, and to achieve job stability and advancement. The Congress purposely provided the Secretary of Labor with discretionary authority for allocating about a fifth of all YEDPA funds. The mandate was clearly expressed:

> "Sec. 321. It is the purpose of this part to establish a variety of employment, training and demonstration programs to explore methods of dealing with the structual unemployment problems of the Nation's youth. The basic purpose of the demonstration programs shall be to test the relative efficacy of the different ways of dealing with these problems in different local contexts.
>
> "Sec. 348. (a) (1) The Secretary of Labor is authorized, either directly or by way of contract or other arrangement, with prime sponsors, public agencies and private organizations to carry out innovative and experimental programs to test new approaches for dealing with the unemployment problems of youth and to enable eligible participants to prepare for, enhance their prospects for, or secure employment in occupations through which they may reasonably be expected to advance to productive working lives. Such programs shall include, where appropriate, cooperative arrangements with educational agencies to provide special programs and services for eligible participants enrolled in secondary schools, postsecondary educational institutions and technical and trade schools, including job experience, counseling and guidance prior to the completion of secondary or postsecondary education and making available occupational, educational, and training information through statewide career information systems.
>
> "(2) In carrying out or supporting such programs, the Secretary of Labor shall consult, as appropriate, with the Secretary of Commerce, the Secretary of Health, Education, and Welfare, the Secretary of Housing and Urban Development, the Secretary of Agriculture, the Director of the ACTION Agency, and the Director of the Community Services Administration.

"(3) Funds available under this section may be transferred to other Federal departments and agencies to carry out functions delegated to them pursuant to agreements with the Secretary.

"(b) The Secretary and prime sponsors, as the case may be, shall give special consideration in carrying out innovative and experimental programs assisted under this section to community-based organizations which have demonstrated effectiveness in the delivery of employment and training services, such as the Opportunities Industrialization Centers, the National Urban League, SER-Jobs for Progress Mainstream, Community Action Agencies, union-related organizations, employer-related nonprofit organizations, and other similar organizations."

It is clear that to fulfill this "knowledge development" mandate, the Secretary must devise a plan which will test a wide range of program approaches, while assuring in design and evaluation that the basic questions underlying youth employment policies will be addressed, and, so far as possible, resolved. It is also important to involve the many agencies and organizations which have played an active role in youth related efforts over the years, and to identify, synthesize and replicate the good things which have been done. Finally, it is vital that the discretionary resources are used, to the maximum feasible extent, to help youths who are in need. Research and evaluation must be integrated into action programs in order to learn while doing.

II. CONSTRAINTS AND CONSIDERATIONS

A variety of issues must be considered in designing a knowledge development plan for the YEDPA.

A. The Programmatic Foundation

In the past, many different programs for in-school and out-of-school youth have been tried under MDTA, EOA, CETA, and other social legislation. YEDPA efforts must build on and be integrated with those program approaches which have demonstrated effectiveness. However, since YEDPA represents a major new source of funds, and since other resources have grown slowly in the 1970's, there are pressures to simply substitute YEDPA dollars for others. While one aim is to provide the knowledge base for more comprehensive youth employment policies, another is to avoid locking resources into an operational mode such that it would be difficult to transfer them in the future to approaches which prove effective. Thus, to make the programs work best, it will be necessary to utilize many existing delivery mechanisms, but at the same time, to seek to assure that the efforts are seen as new, different, and not necessarily permanent.

It will also be necessary to test different techniques for nurturing and replicating the successes under the diverse demonstrations. In the 1960's, many unique and valuable experimental findings were lost because of the lack of techniques for assessing performance and disseminating and building on the lessons. At the other extreme, there were in some cases attempts to build national programs from isolated demonstration projects or even untested concepts without careful analysis of all the factors involved.

B. Limited Staff Resources

At the Federal, regional and local government levels, staff resources are extremely limited. Only a handful of people at the national and regional offices will be available to design, implement and operate what are, in many cases, untried ideas and delivery approaches. Research and experimentation are by nature very labor intensive. It is difficult to meet knowledge development goals when resources are scattered over myriad projects. Some outside staff resources for research and evaluation must be secured. Research aims must be carefully structured and the results subsequently integrated to cut down on wasted motion.

C. Program Diversity

The objectives of YEDPA are quite complex. There are a range of target groups to be served including in-school/summer youth, out-of-school youth, the economically disadvantaged as well as the non-disadvantaged. There are a variety of approaches to be explored, including residential and non-residential conservation work on public lands, work/training in community improvement and other areas, work/training plus comprehensive support services for career development, subsidies to private-for-profit employers, and opportunities for youth under jurisdiction of the criminal justice system. This overall program diversity, combined with the national spread of funds allocated by formula, is a significant burden both administratively (in distinguishing programs from one another--many will be labeled simply "work experience"), and technically (in systematically assessing the relative effectiveness and impact of differing programs for various target groups).

D. Consultation and Coordination

To facilitate learning from past program experience, nurturing new worthwhile ideas and setting relevant and attainable research aims and procedures, it is important to coordinate YEDPA efforts with those elsewhere in the Department of Labor as well as those of many other agencies. These include HEW, HUD, LEAA, ACTION, Agriculture, Interior, and the new Department of Energy. Community-based and public interest groups, unions, as well as private foundations, must be involved along with State and local government officials and program managers.

E. Time Frames

The Young Adult Conservation Corps (YACC) was authorized by Congress through FY 1980. However, the other YEDPA programs, which account for about 75 percent of total funds appropriated for FY 1978, were authorized only through FY 1978.

Clearly, the knowledge development objectives of YEDPA must be achieved both in the short and longer terms. Congress will want to know early about (a) the feasibility of and processes in establishing large scale efforts for in-school youth and returning dropouts, (b) the number and characteristics of youths enrolled in programs and of those rejected, (c) the kinds of work being performed by youth, and training and other services being provided to them, (d) the length of stay in programs and reasons for termination, and (e) the costs of various approaches.

In the long run, research and evaluation efforts aimed at distilling "what works best for whom under what conditions" will have to measure the outcomes of programs in terms of (a) the value of the work produced by enrollees, (b) effects of program opportunities, if any, on school completion and youth employment, (c) relative cost-effectiveness of different program approaches for similar target groups, (d) comparative outcomes for enrollees and comparable non-enrollees, i.e., the net impact of and cost for various programs, and (e) anticipated program costs for national replication.

It should be noted that YEDPA was enacted as a job creation component of the Administration's economic stimulus package. Action must get under way as quickly as possible. There is a tradeoff between careful research design and rapid implementation to maximize economic impacts. The four-fifths of YEDPA resources which are not discretionary must be committed immediately, while the demonstration efforts must be underway soon thereafter.

F. Research Limitations

Experience with social research and experimentation has suggested some of the inherent constraints:

First, new programs take time to launch and jell. Early activities are influenced significantly by startup limitations and the need to develop new capabilities.

What initial studies can do is identify who is enrolled, the services they receive, the immediate outcome on termination, and the "correctable" operational problems which arise can tell how participants or others regard the program and what they see as its immediate benefits or shortcomings. They can indicate the practicality of some designs and point up issues not adequately perceived beforehand. They cannot, however, tell how much modifications or improvements will yield (until they, in turn, are implemented and studied). And, they cannot determine long-run impacts.

Second, efforts to track post-program effects on participants require considerable time. For participants entering a 1-year program, measurement of experience in the year after leaving, allowing for followup interview and analysis time, requires some 2-1/2 to 3 years after entry before reliable conclusions can be reached. Particularly for youth, the concern is with even longer-run impacts. It takes five to ten years for the "lasting" effects of program interventions to surface, as youths mature into adult workers.

Third, estimation of the impacts on participants requires a comparision group to indicate what would have happened otherwise, This is especially true for youth, whose employment and earnings tend to improve rapidly with each passing year. Development and tracking of a comparison group is technically difficult, costly, and often has not yielded reliable results. It is especially difficult to find a good comparison group for youth, because the track record in the labor market and elsewhere is so limited and the future options are so variable.

There are additional problems of sample size and reliability if, as is likely with the general expansion of youth programs, a large proportion of youth in the comparison group end up in some program and no longer represent what happens in the absence of "program treatment."

Fourth, cost-benefit analyses, to determine if benefits of programs expressed in monetary terms exceed the costs, are attractive in principle but difficult in practice. Estimates of benefits depend very greatly on such assumptions, as whether earnings improvements accelerate, stabilize, or recede over 25 years of adult worklife. There are issues too as to whether and how to combine multiple benefits, and difficulties in developing monetary measures to reflect such results as reductions in youth street crime.

This does not mean that nothing can be learned. It merely suggests that knowledge building is incremental and laborious. There are rarely any quantum leaps in social research and experimentation, and it is unlikely that any panaceas will be discovered. However, the quality of the research strategy and its implementation can have a major impact on the amount of progress which is made. In the 1960's, there were a wide range of experimental and demonstration efforts. Both the successes and failures provided many useful lessons. However, in this explorative stage, it was difficult to structure these efforts so the results could be synthesized, the problems avoided in the future, and the successes replicated.

Our knowledge has advanced, but to move further, it is necessary to more carefully integrate research and demonstration efforts into a comprehensive plan structured to solve predetermined theoretical and policy issues.

III. A STRATEGY

There are a vast array of unanswered questions about the career development, employment and training experience of youth and the effectiveness of government interventions. It is necessary to establish priorities at the outset.

A first priority is to assess what has been and is being learned. There have been diverse research, demonstration, and evaluation efforts over the years funded by a variety of agencies and carried out by a multitude of organizations. It is vital to identify and synthesize the results. Many communities have launched "innovative" efforts, but there is no way to determine at the national level what is being done where, and what works most effectively.

A. Priority Issues

Based on a preliminary survey of research results and activities, priority issues must be decided. The following have resulted from the Office of Youth Programs' analysis:

1. Does school retention and completion increase the future employability of potential dropouts and the disadvantaged, and is subsidized temporary employment a mechanism for increasing school retention and completion?

2. Can the school-to-work transition process be improved? This involves several related questions. Are new institutional arrangements feasible and warranted? Will increased labor market information and assistance expedite the transition? Can employer subsidies and other private sector approaches create new transition routes?

3. Work experience has become the primary emphasis of youth programs. Jobs are to be "useful" and "meaningful" i.e., having both a worthwhile output and an impact on future careers. Are the jobs productive? Which ones are most "meaningful" and how can they be identified?

4. Does structured, disciplined work experience, have as much or more impact on future employability than other human resource development services or a combination of services and employment?

5. Are there better approaches or delivery mechanisms for the types of career development, employment and training services which are currently being offered?

6. To what extent are short-run interventions and outcomes related to longer-term impacts on employability during adulthood? Put in another way, how do public interventions affect the maturation and development process?

7. What works best and for whom? This is a perpetual and critically important question of matching services with needs. To answer this, it is first necessary to develop a set of performance or outcome standards which determine what does and does not work. The second step is to try to determine who realizes these benefits under which programs and approaches

8. What are the costs of fully employing youths? Unemployment rates for youth are of questionable meaning because of the substantial number of "discouraged" individulas who are outside the labor force but would seek work if they thought it were available. Many other youths are employed at low wages and would be attracted to minimum wage jobs. Others are working less than the desired number of hours. It is important to determine the extent of the job deficit and the costs of eliminating it.

B. The Tools

The tools to resolve these issues include the following:

1. Surveys and syntheses of past research, evaluation and demonstration efforts.

2. Inventories of existing projects and determination of those with exemplary results or approaches.

3. Theoretical and quantitative analysis.

4. Basic research surveys, such as longitudinal analyses of employment and school-to-work transition patterns.

5. Demonstration projects to test new ideas.

6. Large-scale structured social experiments.

7. Programmatic performance assessments and process evaluations to determine operational effectiveness.

8. Tracking of participants to determine the net impact of program intervention by comparing program participant outcomes with the experiences of similar nonparticipants.

The following plan is structured to use these various tools to help resolve the basic policy issues within the contraints which have been enumerated.

IV. THE PLAN[1]

The knowledge development plan is structured in accordance with YEDPA, which has four major programmatic components: the Young Adult Conservation Corps (YACC) which employs youth in conservation work, Youth Incentive Entitlement Pilot Projects (Entitlement) which guarantees employment to youth returning to or staying in school, Youth Community Conservation and Improvement Projects (Community Improvement) which employs youth in neighborhood restoration and maintenance, and Youth Employment and Training (YET), which provides a spectrum of manpower services to the disadvantaged. The Entitlement program is structured by law as a large-scale demonstration in a few locations. Under the Community Improvement and YET programs discretionary funds are provided for demonstration, evaluation, and research. The aim is to learn as much as possible from the formula-funded operational programs as well as the special projects established with discretionary resources.

A. Young Adult Conservation Corps

The purpose of YACC is to provide employment and other benefits to youth age 16-23, who would not otherwise be currently productively employed, through a year-round residential or nonresidential program of useful conservation work to maintain and improve public parks, forests, and recreational areas, both Federal and non-Federal.

Of the $1 billion now available for YEDPA programs, $233 million is for YACC which is, through interagency agreement with DOL, administered by the Departments of Interior and Agriculture. If a supplemental appropriation of $500 million is provided for youth programs, overall YACC funds may be increased to $350 million.

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[1] This outline of knowledge development activities is a planning document. It represents the Office of Youth Program's strategy in the early stages of implementation. Elements of the knowledge development effort are certain to change. In broad outlines, however, it is hoped that this plan will provide the foundation for subsequent efforts.

Knowledge concerning YACC will be gained from monitoring reports on program operations prepared by the Departments of Interior and Agriculture pursuant to their interagency agreement with the Department of Labor. These reports will include information on enrollment, termination, and expenditure experience, as well as estimates of the value of the work performed. Additionally, however, independent evaluations will be needed to assess various program processes and to measure the economic and noneconomic impacts:

1. Economic Impact

   The study will focus on the net effect of the program on participants' labor force status, employment, earnings, and other related measures in the initial months after their termination from the program, comparing the effects of the YACC program to those of other employment and training programs for similar target groups.

2. Noneconomic Impacts

   In determining noneconomic impacts, the study will concentrate on:

   a. the validity of the work value measures established for the YACCs.

   b. the effect on participants' relationship with their family and community.

   c. the extent to which YACC influences the participants' receipt of transfer payments, level of criminal behavior, enrollment in school or college and enlistment in military service.

   d. the effect of YACC on the attitudes and motivation of participants.

3. Process Evaluation

   The study will analyze key practices and experiences, continuing problems, and emerging issues concerning various administrative mechanisms established by the legislation, including:

   a. the interagency agreements between the Departments of Labor, Agriculture, and Interior.

b. the referral of enrollees by Labor to Agriculture and Interior.

c. the selection of sites after consultation among the three agencies.

d. the arrangements for academic credit to be worked out with HEW.

e. the consultations with affected Governors, and State and local officials.

It will also review past experience with the Civilian Conservation Corps (CCC) during the New Deal and the Youth Conservation Corps more recently.

B. Youth Incentive Entitlement Pilot Projects (Subpart I, Title II, YEDPA)

The Entitlement program guarantees a job and/or training (part-time during school year/full-time in summer) for all economically disadvantaged 16-19 year olds who (1) reside in selected geographic areas, (2) are already in school or returning to school, and (3) apply for this opportunity to which they are entitled. The primary objective is to encourage high school retention, return and completion which, combined with useful work experience and other services, will hopefully improve future labor market success.

Congress did not require that funds for Entitlement projects be allocated to States and or prime sponsors by formula. Instead, the Secretary has discretionary authority to determine how many projects are to be established and where they should be located.

However, the Act clearly seeks to mount such efforts on a project scale which will test the feasibility and costs of implmenting the program nationwide. The estimated costs of Entitlement dictate that within the funding levels, only a few such saturation projects can be launched. On the other hand, there are a variety of innovative ideas which are to be tested, requiring a number of discrete demonstrations if their impact is to be isolated.

The knowledge development plan, therefore, calls for a two tier project approach:

> First-tier projects: The primary effort will involve a few (4-6) saturation projects of sufficiently large scale and basic format, and with rigorous experimental design to test the efficacy of Entitlement under differing socio-economic, regional and governmental circumstances.
>
> A fundamental concern to be addressed in analyses of first-tier projects is whether and how Entitlement projects are feasible for entire sponsor jurisdictions, the probable costs of such programs, and the scope and nature of jobs which would be created. The impacts on labor markets and school completion and retention rates will be assessed carefully.
>
> The research/evaluation effort for first-tier projects will also involve long-term tracing of labor market and other experiences of samples of youth who participated in Entitlement projects, and analyses to compare outcomes for these youth with those for appropriate comparison groups. To insure that first-tier projects are operated in accordance with the technical rigor and other conditions specified by the experimental design, a careful selection of sites must be made from among the many which might like to participate. Pre-applications will be solicited nationally from CETA prime sponsors in such a way to insure that only areas with commitment and demonstrated competence will apply. An assessment will be made of these pre-applications by an objective, balanced interdisciplinary team, to select a set of more promising applicants who will be given planning grants. Based on the applications and site visits, a final selection of projects will be made.
>
> The best mechanism for the development of selction information and the organization of the selection process is the Manpower Demonstration Research Corporation created by an interagency agreement among Federal Departments and operated as a non-profit interdisciplinary, research and demonstration mechanism, MDRC has performed admirably in its primary mission of testing the supported

> work concept and has extended into other areas. It is ideally suited to serve as the agent for establishing and guiding first-tier projects, and completing the necessary analyses to assess the efficacy of the Entitlement approach.
>
> Second-tier projects: Several (8-10) small scale projects will supplement first-tier projects by widening the range of new and improved program approaches, methods, and techniques to be explored and demonstrated. For instance, projects might be funded which put special emphasis on attracting unwed mothers back to school, or which would utilize nontraditional education. Second-tier projects will be selected on a competitive basis in the same manner as those for Tier I, with somewhat greater emphases on their innovative features.
>
> Studies of second-tier projects will focus on key practices, continuing problems, emerging issues, how-to-do-it guides, progress in facilitating return to school, and retention in and completion of school. Outside evaluation will be more qualitative than quantitative. Knowledge developed by studies of second-tier projects will compliment the findings of the more rigorous analyses of first-tier projects. To insure this, the same outside organization to be used to conduct research of first-tier projects will oversee the process evaluation type studies of second-tier projects. The use of a single analytic outside group for all Entitlement projects will facilitate periodic reporting of selected data from all projects in order to be responsive to the various day-to-day demands for program information.

Of the $1 billion currently available for YEDPA programs, $115 million is for Entitlement projects. Approximately $100 million will be used to finance the 4 to 6 large scale first-tier projects and about $10 million will be needed to finance the 8 to 10 smaller scale second-tier projects. The remaining $5 million will be used to finance special research and monitoring activities. Should the requested supplemental appropriation of $500 million be provided for youth programs, $57.5 million might be available for Entitlement projects and these funds would be used to significantly expand the number of second-tier projects and related studies.

C. Youth Community Conservation and Improvement Projects

Community Improvement projects are to provide unemployed 16-19 years-olds, who are either in-school or out-of-school, with employment, work experience, on-the-job skill training, and opportunities to help their communities. Projects to be conducted could include, but are not limited to, improvement of public facilities, neighborhood improvement, weatherization and housing repairs, energy conservation, and conservation, maintenance and other work on public lands.

Of available funds for Community Improvement, ($115 million out of $1 billion) 79 percent is to be allocated by formula among the States and other designated recipients, including sponsors of Indian and Migrant programs, and will support approved projects to be operated by prime sponsors. The remaining 21 percent of funds is to be allocated at the Secretary's discretion. Knowledge development efforts focusing on these projects will be undertaken as follows:

1. Formula-funded projects. Knowledge of the problems and progress of Community Improvement will be obtained through three primary sources:

   (a) monitoring reports on project operations prepared by regional and national office ETA staff.

   (b) reporting systems which will require sponsors to periodically account for participant characteristics, enrollment levels, termination data, and expenditures.

   (c) a process evaluation which will identify and report on practices, problems, issues and progress of operations for a national sample of projects. This effort will be a part of a broader process study which will also examine the formula-funded programs under YET.

2. Discretionary Efforts

   Depending on the overall appropriation for youth programs, the Community Improvement discretionary funds will be $24 to $36 million. These funds will be divided among several special demonstration projects. The first demonstration project will be a special effort to replicate in 5-10 communities around the country a selected Community Improvement program model drawn from a review of both appropriate past programs and designs of projects financed through the formula allocation for Community Improvement.

This program replication demonstration project will be undertaken by a nonprofit corporation, established under private foundation auspices, staffed with individuals with particular experience and expertise in the area of community conservation and improvement work. This corporation will have an interdisciplinary board of directors drawn from business, labor education and community service. In addition to identifying a program model worthy of replication, the nonprofit corporation will be responsible for selecting project sites from among competing CETA prime sponsors, planning and establishing projects, monitoring project implementation, evaluating outcomes of the projects, and conducting selected research for expanding knowledge regarding the effectiveness of the Community Improvement approach.

The underlying objectives of this demonstration project are:

(a) to demonstrate and test the feasibility and effectiveness of a replicating methodology itself (i.e., how and under what conditions can the program model be adequately replicated in various communities).

(b) to develop and refine a "work evaluation" methodology which may eventually be incorporated into the formula-funded Community Improvement type efforts.

(c) to compare the post-program experiences of youth participating in the replicated projects (which will mainly provide job experience) with those for a comparable group of young people of similar backgrounds who have participated in other manpower programs (which have emphasized classroom training, manpower and support services) in the same localities.

The second demonstration project will explore the feasibility and value of utilizing neighborhood-based Community Development Corporations (CDCs) for planning and running Community Improvement efforts. Funds would be transferred from DOL to HUD, and HUD would channel the funds to CDCs. The major areas of knowledge development to be addressed would include determining whether:

(a) CDC's can more effectively link youth Community Improvement efforts to other funding sources and, if so, whether there is a multiplier effect reflected in project outcomes;

(b) CDC's can facilitate particular productivity by youngsters which is not generated by formula-funded projects; and

(c) the nature and value of project accomplishments have distinctive qualities which distinguish the CDC efforts from those of formula-funded projects.

The Community Improvement discretionary funds transferred to HUD would be used to finance a few concentrated projects. HUD would contract for an independent study of the projects which would include a process evaluation of practices, problems, and progress, and would include appropriate research analysis to compare the HUD/CDC effort to that of a sample of formula-funded Community Improvement projects on selected performance variables. The research agenda and projects design would be carefully detailed in an interagency agreement between the Departments of Labor and Housing and Urban Development.

The third community improvement demonstration project will explore the feasibility of federal interagency work projects. Arrangements will be pursued with the Departments of Transportation, Housing and Urban Development and Commerce (Economic Development Administration) to link community improvement youth employment funds with other activities. The aim will be to package a few large projects to see whether this approach can provide an option to the decentralized administration implicit in the community improvement formula-funded program. It will test interagency cooperation and the feasibility of developing projects quickly which can absorb large numbers of youth. First priority will go to developing linkages between DOT and DOL for roadbed improvement efforts in areas of severe unemployment.

D. Youth Employment and Training Programs

Youth Employment and Training programs authorized under YEDPA are for a broad variety of efforts to enhance the job prospects and career opportunities of in-school and out-of-school young people. In addition to useful work experience opportunities, the Act authorizes on-the-job, institutional, and other training as well as services such as outreach, counseling, occupational information, education-to-work transition, job restructuring and child care.

Of available funds for YET, 85 percent ($537 million of the initial $1 billion appropriation) is to be allocated by formula to States, local prime sponsors, and sponsors of Indian and migrant projects, and the other 13 percent of funds is to be used at the Secretary's discretion for carrying out innovative and experimental programs to test new approaches for dealing with the unemployment problems of youth. Knowledge development efforts focusing on YET will be undertaken as follows:

1. Formula-funded projects. Knowledge of problems and progress of formula-funded projects for YET will be obtained through four primary sources:

    (a) monitoring reports on project operations prepared by regional and national office ETA staff;

    (b) reporting systems which will require sponsors to periodically account for participant characteristics/enrollment levels/termination data/expenditures;

    (c) a special study (process evaluation) to identify and report on practices, problems, and progress of areas; and

    (d) special evaluations of State youth efforts under the 5 percent formula-funded segments, and studies commissioned by DOL's Office of National Programs to assess Indian and migrant programs.

2. Use of Discretionary Funds

    YET discretionary funds ($70 million at the $1 billion appropriation level) will be used to finance a number of special studies and projects, including the following:

    (a) Youth Service Demonstration Project

    A demonstration project will be undertaken through ACTION to develop and test the concept of a National Youth Service Corps, and will be modeled on the more successful experiences of various volunteer efforts. Exploration of "Youth Services" as an additional life cycle alternative for out-of-school young people interested in "meaningful" community services is conceptually relevent to the basic intent of YEDPA. The efficacy of having this concept implemented on a "saturation" basis in a particular sizable urban community will be tested. Exploration will be made of the procedures for implementing such an effort, non-CETA resources which can be linked with supplemental funds and services, and the nature and scope of jobs which can be created.

ACTION will provide the staff for an evaluation of the Youth Service Demonstration Project. The evaluation will be designed and monitored by an independent review panel. This study will be a process-type evaluation of practical problems and progress, but will also include appropriate research analyses which compare the ACTION demonstration effort to that of appropriate formula-funded efforts under YET on selected performance variables.

(b) Education Entitlement Voucher Demonstration Project

Most of the new program initiatives to be undertaken under YEDPA focus on providing an employment experience for young people as a means of enabling them to complete their secondary school education and/or prepare for subsequent entry to regular nonsubsidized employment. Many youngsters will be motivated by their work program experience to aspire to seeking advanced skills through post-secondary (or continuing secondary) education. However, financial need will be a major obstacle to meeting the cost of tuition, books, etc. To address this situation, a demonstration project will be undertaken to explore the feasibility and value of applying the "GI Bill" concept through an "Education Entitlement Voucher" to youth participants in selected employment and training programs.

This demonstration project would seek to identify (1) the merits of alternative procedures for providing the Education Entitlement Voucher--e.g., setting credits based on each month of program participation, financial contribution/matching by participants as a deduction from stipends in the course of program participation, etc., (2) the various ways vouchers are perceived by youth program participants, and (3) how and to what extent youth choose to utilize the vouchers in furthering their education skills. The contractor selected to conduct this demonstration project would have to have special abilities needed to work cooperatively with a variety of operating youth programs, understanding of the available knowledge stemming from use of the GI Bill and from various special other "voucher" projects undertaken in recent years, and capability for complex analytical work to identify the relative efficiency and effectiveness of various methods of application of Education Entitlement Vouchers.

(c) Exemplary In-School Programs Demonstration Project

Under the formula-funded programs for YET, there is a 22 percent set-aside of funds for in-school programs. As a means of encouraging innovation in these in-school programs, a special demonstration project will be undertaken as a mechanism for providing national recognition and financial reward to selected exemplary projects. This demonstration project will enable ETA to identify and promote program models which are selected by an independent panel of experts with interdisciplinary capability and particular knowledge of the problems of secondary school students in completing school and making transition to the world of work.

Proposals would be solicited from schools through CETA sponsors for the expansion and support of exemplary in-school programs already underway. The effectiveness and innovative use of YET formula funded in-school monies, and linkages with other community resources, will be among the criteria used in project selection. Tentatively, three primary areas of focus would be adopted:

(1) model programs relating to the application and dissemination of occupational information;

(2) in-school projects to retain, attract, and give special attention to high dropout potential youth including unwed mothers, the disabled and youths with social problems; and

(3) efforts to provide academic credit for work experience and to integrate employment and the curricula.

A temporary nonprofit body would be constituted to provide technical assistance to the recipients of model project grants. This organization would study the funded projects, preparing "how-to-do-it" guides for other areas and serving as a nexus for coordinating in-school employment related efforts.

(d) Career Oriented Alternative Education Demonstration Projects

One of the most carefully studied and demonstrably successful models for career education of dropouts and potential dropouts is the Career Intern Program (CIP) funded by the National Institute of Education and operated in Philadelphia by Opportunities Industrialization Centers of America. The fundamental aims, which are also those of the YEPDA, are to improve career oriented education and to foster school completion.

Because this is a project of demonstrated merit recommended by HEW, because it is operated by a community based group, and because it shares the goals of the YEDPA, the CIP approach deserves to be tested in several other localities. Operating costs for serving 200 interns are roughly $500,000 annually, with additional start-up costs (though reduced by the initial experience of CIP). The model might, therefore, be tested in four additional sites through a joint venture with the NIE, DOL and OIC. It would be important to rigorously analyze the outcomes as was done in the case of the initial demonstration.

(e) Private Sector Initiatives for Youth

A demonstration project will be undertaken to study and test four separate approaches to increasing employment opportunities for youth in the private sector:

(1) Direct employment subsidies will be provided for each disadvantaged youth hired.

(2) Training cost subsidies similar to those under the JOBS-contract program will be tried, with varying levels of subsidy and specification.

(3) Apprenticeship subsidies for smaller employers to hire and train youths similar to those tested in the Community Services Administration's exemplary Open Roads project will be further tested.

(4) Entrepreneurship options for youths which have been developed in some localities will be carefully demonstrated and tested.

While the YEDPA clearly articulated the Congressional desire to test such private sector approaches, there are problems mounting demonstration efforts within the constraints of the law. Special arrangements will have to be made. Business and labor concerns must be carefully considered, and the activities must be structured as an experiment with the results objectively assessed.

One approach would be to establish a temporary nonprofit corporation to administer the private sector demonstration project. It would be staffed and administered by individuals with recognized experience and expertise in the structure and workings of unions and private-for-profit employers, as well as in action research. Such a corporation would be responsible for planning and implementing the proposed demonstration efforts, and for monitoring and evaluation. Its board of directors would include representatives of industry, organized labor and the academic community.

Another approach would be to operate directly from the Department of Labor, utilizing its established business-labor advisory groups. Alternately, a joint venture might be undertaken with the Department of Commerce, or an existing "neutral" nonprofit group might be funded.

(f) School-to-Work Transition Demonstration Projects

(1) The Department of Labor has supported the establishment of 21 Education and Work Councils, and has funded the National Manpower Institute and the American Association of Junior and Community Colleges to provide technical assistance and to assess the effectiveness of these groups. Improvement of the school-to-work transition process is one of the functions of Youth Advisory Councils under the YEDPA. The discretionary funds will be used to continue the existing Education and Work Councils and to provide technical assistance to Youth Advisory Councils seeking to improve local institutions. An independent onsite investigation will supplement NMI and AAJCC reports to determine progress to date. Analysis of these and other school-to-work activities will be prepared by the staff of the Office of Youth Programs.

Additionally, agreement has been reached with the National Institute of Education to cooperate in a comprehensive multi-year evaluation of school-to-work transition institutions and their effectiveness.

(2) A variety of agencies have been involved in providing school-to-work transition services including secondary schools, the federal/state employment service and community-based organizations. Services include counseling, activities to overcome sex stereotyping, presentation of occupational information, placement, job-development and follow-up. A variety of institutions and approaches will be adopted under YETP. While the results of YETP will provide some lessons about the effectiveness of such services and the comparative success of different deliverers, it will be difficult to disentangle the many variables. A more carefully structured demonstration project is needed to assess differences in approach and their effectiveness.

Discretionary funds will, therefore, be used to fund alternate delivery agents to implement projects in several areas each. Standardization of target groups, expenditure levels, testing and reporting procedures will allow a refined estimate of comparative effectiveness. The analytical requirements will be built into the grants to the delivery agents, but an outside evaluation will be used to more carefully and objectively assess the outcomes.

(g) Service Mix Alternatives Demonstration Projects

It is possible that some of the anticipated demonstration and research projects in this ambitious agenda will not be realized. In this case, it is important to have a readily implementable program which will benefit youth in need and yet will realize knowledge development objectives. Two alternative treatment models will be developed for out-of-school disadvantaged youth: one which provides subsidized employment plus a variety of manpower activities and support services and a second which concentrates primarily on the work experience alone. Cost levels would be equal for the two and the basic components and eligible applicants specified in detail. CETA prime sponsors would be selected to operate the two with random assignment of participants and equal placement efforts. Federal funds would be provided for the operations and for a two year, locally-designed followup evaluation. The paired models would be implemented in as many areas as feasible with available funds. These locally-run, but federally-funded experiments would indicate the extent to which services other than direct work experience contributed to future employability.

(h) Assessment of Youth Perspectives

One of the major gaps in knowledge about youth programs is uncertainty about the perceptions of those who participate. Many of the approaches and theories which underlie career development, employment and training efforts have remained unchanged for decades. They may have been misdirected in the first place relative to the needs and capacities of youth, but certainly the changes which have occurred in our social and educational systems should have generated some substantive revisions. In all programs, the views of participants should be solicited, but this is an especially critical need relative to youth, who have had little direct involvement.

Youth involvement will be promoted at all levels under YEDPA. Locally, youth will participate in youth advisory councils, and prime sponsors will be asked to solicit the views of participants and will be urged to employ youth in the delivery of services so far as possible. Youth staffing will be a precondition in conducting all evaluation studies, and these must all place a heavy emphasis on the experiences of the youth participants. The national staff will be supplemented by youth workers.

In addition, discretionary funds will be used to establish a "participant/observer Youth Group" with a balanced representation of young persons who are currently enrolled or have recently been enrolled in youth programs. Through periodic meetings and communications, this group will keep the Department of Labor informed of the views of those who are intimately involved in the programs. Supplementing this, special workshops or conferences will be held to solicit the views of youth on how the programs and services can be improved, and to encourage their participation at the local level.

(i) Evaluations of Formula-Funded Projects

(1) A process evaluation is necessary to monitor the design and implementation of Community Improvement and YET and their coordination with other existing programs. Particular attention must be addressed to potential problems such as substitution of YEDPA funds for those already being spent, wage issues and how they will be resolved, and the extent that targetting is being met.

The degree of local planning, coordination and innovation must be determined, including assessment of the effect of LEA-CETA agreements. The best way to secure this information in a timely fashion is a set of case studies covering a range of geographical areas and a mix of governmental units and economic conditions.

(2) To evaluate program impact on participants, the Continuous Longitudinal Manpower Survey (CLMS) will be expanded to include YEDPA participants. It would determine in detail their characteristics and background, duration of enrollment, perceptions of their work and services received and what they see as the benefits they gain, and their early postprogram experience, that is, the extent to which they stay in or return to school and their employment and earnings history. Tentatively, the annual CLMS sample would be 1,500 for the Community Improvement Program and 2,000, for YET (because of its broader age range and income group variation), with 3 interview waves, a baseline one in the quarter after enrollment, a followup approximately 7-10 months after enrollment, and a second followup 16-19 months after enrollment.

(j) Special Studies

A variety of special studies will be necessary to meet the diverse knowledge development needs of the YEDPA. These would include the following:

(1) Measuring and Analyzing Youth Employment Problems

It is necessary to better estimate the impact of the YEDPA and other youth activities on the employment problems of youth, since the new act is part of the economic stimulus package and since a basic intent of all youth programs is to mitigate their structural employment problems. We know very little about the meaning of labor market measures as they apply to youth. Surveys of teenagers yield unemployment estimates substantially higher than surveys of household heads. Discouragement statistics exclude youths who are in school even though they may want a job currently. Over geographical areas, the measured rates of teenage unemployment and their relationship to adult rates, may vary for a number of reasons other than the need for jobs. The allocation formula for youth funds must rely on a number of proxies for adequate needs measures. Further, youth participants in the expanding programs may or may not be counted among the unemployed depending on the types of activities.

A first step in knowledge development is to strengthen the theoretical base and to resolve measurement uncertainties. An integrated set of basic research must therefore be carried out, including the following:

a. Working with the National Commission on Employment and Unemployment Statistics, the Office of Youth Programs will fund a conference on "Employment Statistics and Youth" to provide an overview of the issues;

b. a series of theoretical analyses would be commissioned to present different views of the youth labor market and the school-to-work transition;

c. the long-term institutional, social and economic factors affecting the youth employment statistics would be assessed with baseline projections about the future; and

d. the impact of government intervention in the short and long-run would be analyzed in one or more basic studies;

e. the special problems and needs of minorities and women will be examined in a variety of ways. Conferences will be organized to assess the employment situation for nonwhite youths and the effectiveness of various interventions. Research grants will be awarded for studies of the special difficulties of Spanish-speaking youths and Indians. A conference will be organized also to assess the particular needs of females and their participation in employment and training programs.

(2) Work Assessments

A "virgin territory" of manpower research is the output of work programs. There have been some attempts at evaluation under the supported work experiment, and a few dated assessments of job supervision and discipline under summer employment programs by GAO, but overall, little is known about the hundreds of thousands of jobs being filled by youth. Since work experience plays such a central role in youth efforts, it is important to try to narrow the range of uncertainty about the value of output so that the products of young workers will offset the costs of youth programs as much as possible.

In addition to output and work valuation studies undertaken as part of previously discussed demonstration and evaluation efforts, the following activities would be needed:

a. Theoretical work on output valuation tools.

b. Attempts to assess in what job settings and organizational arrangements youth are most productive relative to adult workers.

c. Careful assessment of "meaningful" jobs to determine their relationship to career expectations and development.

d. Assessment of skills and competencies gained in different job settings.

(3) Performance Measures. A wide range of services and approaches are authorized under YEDPA, with differing intended impacts on participants. Where placement rates may be a good performance indicator in programs serving adults, it is obvious that they cannot be the sine quo non under youth programs. There is a great deal of uncertainty about the desired outcomes and the ways to measure them. Some work has been done under a recent Job Corps noneconomic impact study to develop tools for noneconomic impact assessments. Some materials have also been designed for work experience programs. However, much more is needed. The efforts would include:

a. the development of output valuation methodologies mentioned above;

b. determination of methods for distinquishing between career potential or "meaningful" placements and dead-end jobs;

c. developing the best means of assessing maturation and improvement in job readiness;

d. determining means of assessing improvements in occupational awareness;

e. assessing whether job placements and training are in the types of opportunities participants could have realized on their own; and

f. developing methods for determining whether high school dropout and completion rates are altered by public interventions.

(4) Longitudinal Survey of Youth Transition from School to Work

Much more needs to be learned about the process of transition from school to work, especially for youth likely to experience difficulties. The National Longitudinal Survey has been widely recognized as one of the most important research investments of the Department of Labor. Unfortunately, the survey focused on all youths and a multiple of questions so that it provided limited information on the way public institutions impacted on the development of disadvantaged youths. Many questions were raised which can be resolved by further study and improved design. It would, therefore, be useful to introduce a new longitudinal panel which would focus primarily on the disadvantaged and would examine their interaction with schools, manpower programs, and employment in much greater detail. It would be possible under a study directed primarily to persons with lower socioeconomic status to include a sample of persons already in employment and training projects. Many more would enter as the years passed. Initial estimates call for a total panel size of approximately 6000 males and 6000 females. The NLS questionnaires, as well as CPS forms, would be carefully tested in a small pilot study of intensive interviews with disadvantaged youths in order to avoid possible biases and misdirections in these questionnaires.

(5) Use of Nonprofit Corporations in Identifying, Nurturing and Replicating Exemplary Projects

There is some reliance in this knowledge development plan on the use of temporary nonprofit corporations with interdisciplinary boards which will identify quality programs and will permit nonpolitical decisions on the allocation of discretionary funds to projects and areas on the merit of proposals, and that it will maximize the knowledge development. There are presumed advantages in marshalling talented individuals in the private sector to devote their energies on a voluntary and fee basis, and to flexibly address problems.

MDRC has already demonstrated that the mechanism can work in the replication of a given approach in a number of areas. It will be trying something new and far more ambitious in dealing with the Entitlement program, where there is much greater involvement with governmental decision-making units. The nonprofit corporations to be created to replicate an exemplary community improvement program and to support exemplary in-school programs, and, if feasible, to test private sector models, will provide further tests of this intermediary approach. The Ford Foundation is ready to support the initiation of these corporations.

It is important to assess the effectiveness of these new administrative and organizational mechanisms. The funds for such an assessment should probably come from the Ford Foundation which has taken a lead in this area, but the Department of Labor should participate in the development of this study.

(6) Mixing Youth Based on Family Income Level

The formula-funded YET programs are intended to serve young people with greatest need, but the YEDPA in Section 345 authorizes the use 10 percent of the funds under subpart 3 for programs which would include youth from all economic backgrounds. This provision was intended to test the desirability of broadening the opportunities for participation based on the premise that disadvantaged youth would benefit more where they worked and trained alongside the nondisadvantaged.

Prime sponsors who want to use 10 percent of their subpart 3 funds for nondisadvantaged youth will be permitted to do so on the condition that they agree to conduct an outcome study, meeting ETA specifications. These will assure a test of whether special benefits accrue when there is a variation in the family income levels and backgrounds of participants. Reports will be required as part of the prime sponsor's year-end review. These reports will be assessed by the Office of Youth Programs, and the results synthesized, to determine the extent localities have been willing to experiment and the results of their efforts.

(7) Use of Occupational Information in Aiding Youth

The YEDPA amends Section 302 Section 4 of the Comprehensive Employment and Training Act of 1973 to require that at least $3 million of the Secretary's discretionary funds must be transferred annually to the National Occupational Information Coordinating Committee to carry out the provisions of Section 348 (c) (1) of the YEDPA.

In transferring these resources to NOICC, the Department of Labor will seek an agreement which spells out the ways in which the funds will be used, as YEDPA mandates, "to give special attention to the problems of unemployed youth." The aim is clearly to focus any resources under this section on issues which affect youth rather than to merely augment the development of general occupational information, delivery systems and coordinating mechanisms. Among the activities which will be encouraged are (a) a national survey of occupational information presentation at the secondary school level, (b) a structured test of the effectiveness of different types of information and delivery on the measured occupational awareness of youth; (c) a test of the impacts on disadvantaged youth from intensive exposure to occupational information as compared to those without special information.

(8) Technical Assistance for Youth Programs

The available ETA technical assistance funds must focus on these highly experimental and untried youth initiatives as well as the Job Corps augmentation. It is estimated however, that only $1.8 million of budgeted fiscal 1978 funds can be spared from other demands within the agency and still leave a contingency fund. Preliminary estimates suggest that $1.5 million will be needed for YEDPA and $1.0 million for Job Corps, assuming a heavy reliance on existing TAT materials. It would therefore, be necessary to transfer $.7 million to the national Office of Technical Assistance and Training to add to the other funds set aside for youth. A detailed technical assistance plan, specifying purposes, strategies, materials, costs and administration will be developed by the Office of Youth Programs.

One of the cornerstones of this technical assistance effort will be a synthesis of the past experience with career development, employment and training programs, providing a theoretical and practical framework for the design of local activities. A group of experts will be commissioned to prepare this review.

V. REALIZING KNOWLEDGE DEVELOPMENT OBJECTIVES

This knowledge development plan is ambitious. It seeks to maximize the use of formula-funded and discretionary funds for learning purposes. It uses a wide variety of mechanisms to achieve these ends. It does not take the "safer" path of merely developing some general guidelines, passing the money out, and then commissioning evaluations after the fact. Knowledge development will be built in from the outset as a foundation.

A. Meeting Specific Legislative Requirements

The plan would carry out the specific mandates of Congress in the YEDPA:

1. To evaluate the program practices and outcomes of the formula-funded national programs for YACC, Community Improvement and YET.
2. To demonstrate the efficacy of guaranteeing employment during the school year and summer to disadvantaged youths, including assessments of costs, impact on school retention and completion, and determination of types of work.
3. To test the efficacy of a variety of subsidies to private-for-profit employers.
4. To assess and support arrangements with unions to enable youth to enter into apprenticeship training.
5. To test a variety of administrative mechanisms to facilitate an entitlement arrangement.
6. To provide entitlement to youths age 19 to 24 who have not received a high school diploma.
7. To test the importance of services in addition to employment entitlement.
8. To test aid to youths in the jurisdiction of the juvenile or criminal justice system.
9. To test the notion of the value of disciplined, structured work experience in community improvement.
10. To develop and assess new types of jobs in weatherization, energy conservation and neighborhood revitalization.
11. To develop methods of awarding academic credit for competencies gained in work experience.

12. To develop and support innovative, coordinated programs in school.

13. To test the benefits of mixing disadvantaged and nondisadvantaged clients.

14. To develop better occupational information and delivery mechanisms.

B. Addressing the Fundamental Issues

In broader terms, the knowledge development plan would help to resolve the fundamental policy issues which underlie youth employment policies.

1. The Entitlement program will demonstrate whether guaranteed employment will increase school retention and will promote a return to school by dropouts. The follow-up of participants and controls will suggest whether those youths who are discouraged from dropping out or encouraged to return will benefit over the longer run in terms of completion and subsequent employment. The longitudinal survey of mostly disadvantaged youth should also provide an indication whether otherwise similar completers and noncompleters have comparable labor market experiences subsequently.

2. The longitudinal study of disadvantaged youths should shed light on the school-to-work transition process. Likewise, the CLMS follow-up of in-school participants under YETP who are receiving a package of transition services should indicate whether these affect their future employability. The process evaluation of YETP will indicate the success of Youth Advisory Councils in achieving new institutional linkages. The field studies of education-work councils and the review of the literature should provide a preliminary indication of the effectiveness of these institutions, while the NIE evaluation will in several years provide a rigorous assessment. The work with occupational information should suggest the improvements in the delivery system and the best delivery approaches to provide youth the information they need to develop their career plans. Finally, the structured demonstration of alternative school-to-work delivery agents and approaches should shed further light on the operational issues and should indicate the most effective mechanisms.

3. Assessments of the "usefulness" and "meaningfulness" of work would come from a variety of sources. Agriculture and Interior will be reporting the estimated value of work performed under YACC, and the evaluation of the program will validate these estimates. Work valuation will be attempted under the Community Improvement replication model and the CDC approach. The theoretical and practical studies initiated with discretionary funds should provide a variety of perspectives on the output, organization and impacts of work.

4. The relative impact of supervised, disciplined work as opposed to a mixture of employment and services will be assessed in a general way by comparisons of YET and Community Improvement. The Community Improvement replication with its more rigorous control group approach would again test this notion. Finally, to the extent that the Service Mix Alternative demonstrations are undertaken, they would yield a number of tests in different areas of the relative effectiveness of these approaches.

5. The discretionary funds will be used to test a number of new or different service delivery approaches. These would include Entitlement, educational vouchers, various private sector initiatives diverse school-to-work transition arrangements, and alternative career education arrangements. Community Improvement will be conducted through ETA sponsors, CDC's, a nonprofit replication corporation, and federal interagency efforts. Such corporations, functioning as intermediaries in demonstration programs, will be tested in several different contexts. Likewise, there will be an effort to involve CETA prime sponsors in local demonstration and evaluation efforts to determine whether this function, which has traditionally been a Federal responsibility can be decentralized. The primary delivery agent is the CETA system, and where alternatives are utilized it is only on a demonstration basis to carefully assess comparative effectiveness, with the maximum feasible involvement of the CETA prime sponsors.

6. The longer-run impact of public interventions will be studied by the two longitudinal surveys. The national survey with an emphasis on the disadvantaged will be carefully structured to identify all contacts with the government programs and to assess differential outcomes. The more focused survey conducted in conjunction with the Entitlement program will trace the effects of school enrollment on future employability. The theoretical work on the labor market processes will review the literature and especially previous longitudinal studies to determine how employment, training and career development programs affect youth over the long-run.

7. The performance measures study will develop better outcome indicators which can be used to refine our knowledge about impacts on participants. The comparisons between and within programs, especially those based on the CLMS and the structured studies under Entitlement and discretionary projects, should indicate better the average impact of different approaches and who benefits most from each.

8. Estimates of the costs of fully employing youth will be derived from the theoretical work on youth labor markets. More directly, the Youth Service Demonstration and the Entitlement program will actually experiment with employment guarantees in a few localities, from which national estimates might be meaningfully projected.

9. The benefits of government programs will be more precisely measured. As mentioned previously, work valuation measures will be improved by a variety of means to indicate, at least crudely, the aggregate output of youth work experience activities. Impacts on school completion will be estimated, which may be used as a basis for projecting future employability. In several of the structured studies, involvement with the criminal justice system will also be assessed, yielding an estimate of any benefits from reduced crime. The opportunity costs will also be better understood as the theoretical and empirical work on youth transition processes is advanced.

C. Practical Considerations

The knowledge development plan has also been designed to balance the many competing interests and to operate most effectively in light of the constraints outlined at the outset.

The plan is balanced to test out ideas while minimizing the commitments to any of them or to delivery institutions so that when ready, Congress can make relatively free decisions about what direction it wants to move. For instance, emphasis on research and the use of specifically created research and demonstration intermediaries somewhat retards the programs being "locked in" in operational terms by attachment to a locality or delivery groups. On the other hand, there is an attempt to guarantee that targeted efforts are not swallowed up by the employment and training system which serves other needs as well.

By the same token, the plan will provide the groundwork for an eventual youth employment policy nationally and locally. Information on model programs of all sorts will be gathered, standardized and assessed. Localities will be supported in inventorying local youth efforts--in some cases for the first time. The best approaches will be determined and tested. Replication methodologies will be demonstrated which can be used to build on any new ideas or approaches which are discovered.

The plan would provide a balanced distribution of resources. In-school improvements envisioned under the 22 percent targeted segment of YET would be supported by the incentive discretionary money. Efforts for out-of-school youths would be fostered under the alternative career education approaches, the service mix alternatives demonstration, and the private sector initiatives. The Youth Service Demonstration and the Young Adult Conservation Corps would try to deal with all youths. At the same time, these efforts would generate interdepartmental cooperation with HEW, Commerce, HUD, ACTION, DOT, Interior and Agriculture. The actual choice of model programs would be made on the basis of demonstrated merit in most cases by interdisciplinary panels. This would avoid the competition for discretionary funds on purely political grounds. Community-based organizations will be represented on the nonprofit corporations dividing national research funds. Since these are national programs, those local CBO's of demonstrated merit which are not achieving due support may be funded where they have exemplary programs. CDC's will be funded directly under the Community Improvement experiment to test their relative effectiveness. Finally, OIC would be funded to extend and experiment with its highly successful Career Intern Program.

Overall, then, the plan will explore a broad range of issues, will build on and promote interdisciplinary and interagency cooperation, can be accomplished with limited staff, and will provide an objective and reasonable system for allocating funds. The plan meets the specific and general knowledge development mandates of the YEDPA. But perhaps most importantly, it is an action program which can be implemented rapidly, providing direct benefits to youths in need and requiring a minimal amount of funds to be spent on evaluation and basic research. Less than one percent of the expected $1.5 billion committed for fiscal 1978 will be used for research or evaluation purposes which do not involve the employment or direct delivery of services for youth. Even with this small amount, and even with the limited time for design and implementation, it is expected that we can make a substantial contribution to the understanding of youth employment problems and the best ways they can be overcome.

A MONITORING AND ASSESSMENT PLAN FOR THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECT ACT OF 1977

Background

Monitoring and evaluation provide the informational basis for knowledge development, indicating for program activities how many and who are served, the mix of services provided, the costs, administrative arrangements, institutional change impacts and, most importantly, the outcomes for participants, both short-run and long-run. The ultimate aim is to insure that resources are distributed equitably and efficiently among potential claimants, that the types of services offered are most appropriate for the individuals selected, that activities are administered fairly and effectively, that benefits are maximized and costs minimized.

Timely assessments are crucial in new operational programs to identify correctable problems and to assure that legislative mandates are being met. Longer-range evaluations are needed to determine whether the benefits warrant costs. Assessments are equally important for demonstration efforts to test the efficacy of the new approaches which are being tried. The Knowledge Development Plan, developed by the Office of Youth Programs, outlines a structured set of demonstration efforts in addition to theoretical studies and other learning activities. It also lists a number of evaluations which will be funded with discretionary resources. Basic policy questions are enumerated in the Plan, with indications of how these will be addressed under the formula-funded and demonstration programs through a synthesis of the findings of the separate assessments. If the policy questions are to be resolved, the findings must be accurate, timely, comprehensive and detailed. This monitoring and assessment plan indicates how this accuracy, timeliness, comprehensiveness and detail will be assured.

The Constraints

Evaluations of employment and training programs far surpass those in other social welfare areas in terms of scope and sophistication, but they still leave much to be desired. There are inherent constraints which must be recognized as well as other implementation shortcomings which can be overcome.

First, the evaluation system must not impose unrealistic burdens on operators or extensive costs which detract from employment and training services. The Youth Employment and Demonstration Projects Act (YEDPA) is a demonstration program, but it is also part of an economic stimulus package which must be implemented rapidly. Every dollar spent on evaluation is a dollar which does not immediately help those in need, and must be justified in terms of likely future improvements in effectiveness.

Second, new activities are not easily evaluated. It is not clear at the outset which issues will become important. There is uncertainty about how to assess the initial results. The effects of phase-in problems must be separated from dimensions of performance inherent in the program approaches.

Third, there must be a balance between immediate feedback of operational developments, assessment of short-run impacts, and determination of the longer-run effects. Improvements should be made as rapidly as possible but constant programmatic adjustments obfuscate early outcomes. Immediate impacts, for instance, placement rates, may or may not be reflective of long-run impacts.

Fourth, a variety of perspectives must be taken. Implicit in any evaluation is a set of assumptions or hypotheses. In dealing with such a complex subject as youth development and the broad range of institutions involved, it is necessary to view the activities from many different angles. There must be independent as well as internal assessments, locally focused as well as nationally focused, quantitative as well as as qualitative.

Fifth, activities must be evaluated both in isolation and in context. This is especially true where a range of services may be provided. The entire package and delivery mechanism must be analyzed with consideration of the institutional and economic environment, yet it is also crucial to focus on separate service components.

To minimize these problems, a complete spectrum of analytic tools should be utilized. These should be refined and adapted to the specific tasks at hand. Second, a strategy must be developed to coordinate and structure the separate assessments. This paper outlines the major elements of the monitoring and review efforts. Further details will be provided as they are developed.

Evaluation and Assessment Tools

A complete range of assessment and evaluation approaches will be utilized to study the Youth Employment and Demonstration Projects Act.

1. Office of Youth Programs Issue Papers: The principles articulated in the Program Planning Charter must be applied through regulations, enforcement actions, the use of discretionary resources and policy pronouncements. These administrative decisions must respond to experience to changing external conditions and program experience. In

order to evaluate performance, it is necessary to understand the ongoing decisionmaking process and the background factors. In other words, a necessary foundation for any evaluation is an understanding of the policy goals and directions, which are continually adjusted. The Office of Youth Programs will prepare issue papers on each of the Charter principles, outlining major administrative decisions and explaining the rationale. This will help to sort out subsequent program experience and to provide a report on program evolution from a national perspective.

2. Grant Narratives: The State and local plans for the Youth Employment and Training Programs (YETP) and Youth Community Conservation and Improvement Projects (YCCIP) will establish the basic parameters for local efforts. The narratives will reflect the sophistication and commitment of prime sponsors in these endeavors. The YETP plan calls for an assessment of other youth programs in the prime sponsor area and an identification of model programs, so that it will shed light on the variance in youth employment and training systems nationwide. The narrative will also indicate the procedural steps taken to meet new requirements for LEA-CETA agreements, special consideration for community-based organizations, and greater involvement of labor organizations. Knowledge of such arrangements and procedures is critically important in the first year of a program which aims to forge new linkages. Certain performance goals are to be established locally in the grant narrative, and there is a requirement for an annual review by the prime sponsor. These reviews from across the Nation should indicate the qualitative achievements of the program as perceived by prime sponsors yielding a "grass-roots" view of developments.

3. Program Data: The quarterly data reported by prime sponsors on expenditures, program levels and participant characteristics provide comprehensive and timely information concerning who is being served, in what ways and at what costs. Since so many activities are authorized under YEDPA, it is critically important to summarize the separate decisions made by prime sponsors to determine the overall mix of services. Greater specification is required then in the existing CETA Title I reporting forms, since some new activities are authorized under Title III, Part C. Likewise, the participant charactersitics data needs to be expanded to determine fundamental questions such as how many in-school vs. out-of-school youth are being served, how many are from intact families vs. broken homes, and how many are attracted from other lower paid employment by the availability of minimum wage jobs. The same data base must allow for monitoring and assessment at the regional level, as well as for more detailed evaluations funded or conducted by the national office. For analytic

purposes, it would, of course, be preferable to have information presented on the services received and costs incurred for separate client groups. However, the present reporting system does not provide for such cross-classifications. Experiments are underway in CETA to upgrade data capacities, but most prime sponsors cannot now carry the workload. To impose this in a single segment of CETA, which is authorized for only 1 year, would be unrealistic and overly demanding even if desirable over the long-run in all CETA efforts.

For the Young Adult Conservation Corps (YACC) program, program data will be provided quarterly on enrollee characteristics and costs. Enrollee data will be important in assessing whether the program is serving those in need, and will allow the Department of Labor to assure that Agriculture and Interior are fulfilling their responsibilities as defined in the interagency agreement. The cost data will receive careful analysis although it will be complicated by the capital costs involved in preparations of camp and project facilities at the outset of the program.

4. Continuous Longitudinal Manpower Survey (CLMS): This survey provides more detailed information on participants, the services each receives, and the individual outcomes; and it allows for the cross-classification of such information. An expanded sample will cover YCCIP and YETP nationwide. While there are time lags in the preparation of such information and problems in doing rigorous analysis, the CLMS provides the chief tool for determining inputs and outcomes for like individuals to determine what works best for whom. The existing CLMS questionnaire will be refined by adding some questions applying specifically to the type of individuals being served under YETP. Plans will be made from the outset to trace movements between categorical programs, since this proved to be one of the major difficulties in the previous surveys. A large sample will be utilized to assure adequate sample size. The interviews will be scheduled 1 year apart in light of the finding from CLMS that 6-month followup results are skewed by the special characteristics of early terminees. The interview techniques and data processing refinements developed painfully under CLMS will be used as a foundation. The results should, therefore, be relatively dependable at an earlier stage.

5. National Longitudinal Survey: A new longitudinal survey is being supported with discretionary funds. It will concentrate on disadvantaged youth, especially minorities, and will trace their experiences for 5 years or more. Emphasis will be placed on determining the role and impact of public interventions, including employment and training efforts. A battery of questions will be developed to validate this information. This will yield the first good evidence of how the many programmatic employment

and career development pieces fit together for different youth during their critical transition from school to work. As far as possible, this survey will be made consistent with CLMS and with other evaluation formats.

6. Outside Monitoring and Assessment Network: It is important to have an independent review of programs from the outset which provides timely identification of shortcomings and accomplishments. One approach used with success in evaluating the Public Employment Program (PEP) and Comprehensive Employment and Training Act (CETA) was to fund an outside organization to support a network of part-time onsite evaluators in selected prime sponsor areas. The Department of Labor has contracted with the National Council on Employment Policy to implement such an evaluation for the first year of the program and the second if YEDPA is reauthorized. This will cover YETP and YCCIP activities and related youth efforts, including such questions as coordination or integration of services or substitution. The aim is not to provide detailed impact measures, but rather a timely analysis of procedures and approaches which are being utilized and a qualitative assessment of whether goals are being met. An independent process evaluation of YACC will also be supported which monitors performed in a range of sites.

7. Regional Office Assessment Reviews: The Employment and Training Administration will seek to use regional field representatives in national assessment efforts. They will be carefully selected on the basis of competence and interest, with selection of those covering a representative sample of prime sponsors. The groups will be provided background information on particular issues, will be brought together to discuss the assessment methodology, and then sent back to review particular aspects of prime sponsors' efforts. Since field representatives have a continuing contact with the prime sponsors, they are likely to have a good understanding of the principals and institutions; their analysis will reflect the view of those responsible for enforcing national office decisions from the regional level.

8. National Office Reviews: The staff of the Office of Youth Programs will be sent to the field to examine specific aspects of prime sponsors' efforts. These site visits will permit a two-way flow of information on a range of subjects but will focus on the issues which are new or of high priority under YEDPA. Monitoring will also be done for the YACC program, focusing on the reasonableness of startup expenditures, the extent of service to all population segments, the efforts to enrich the program and the relationship with SESA's, prime sponsors

and other community organizations. These reviews of YEDPA programs will supplement regional and outside evaluations, providing a diversity of perspectives. While previous in-house reviews have varied in quality, the major drawback has been a timidity in releasing the results, an inability to deliver in a timely fashion, and the dearth or skilled evaluators. The small staff of the Office of Youth Programs will be intensively involved in every detail of YEDPA and will be trained in assessment techniques. Since the programs are clearly experimental, there is an immediate need to examine the results as objectively and straightforwardly as possible--both what works and what does not--so that release of information should not be a problem.

9. Impact Assessments: Careful control group studies are needed to supplement information which will be provided by the Continuous Longitudinal Manpower Survey and from other services. Currently underway are large-scale economic and noneconomic impact studies of the Job Corps. A similarly structured evaluation should be completed for the Young Adult Conservation Corps after a substantial residential component is established in order to test whether the costs of residency are warranted. The Entitlement program, by law, is to be carefully studied to determine the extent that youth return to school or avoid dropping out, the impact on their futures, the feasibility of providing the guaranteed jobs, and the cost implications. This will require a control group study comparing sites with and without Entitlement, as well as like individuals who do and do not receive guaranteed jobs.

A comprehensive set of studies will examine the nature of work under YEDPA, comparing it to other work experience for youth and especially focusing on supervision, attendance, work hours, and discipline. The value of work output for a range of work experience activities will also be measured. Each of the demonstration projects detailed in the Knowledge Development Plan is required to have an approved evaluation design. Every effort is being made to assure that the results of the demonstrations are evaluated consistently with those of the large-scale programs, with comparisons wherever reasonable. Finally, basic research efforts will be undertaken to identify the most realistic and appropriate program outlines and related input measures so that the performance of youth efforts can be better assessed.

The Analytic Framework

It is crucial that there be an organizational structure for these diverse assessments. One approach is to use the framework established in A Planning Charter for the Youth Employment and Demonstration Projects Act which articulated the following basic principles, assumptions and goals as the basis for the Office of Youth Programs' administrative decisions in the design and implementation of the YEDPA:

1. Knowledge development is a primary aim of the new youth programs.
2. The content and quality of work experience must be improved.
3. Youth participation should be emphasized.
4. Resources should go to those in greatest need.
5. Substitution must be avoided.
6. Overhead must be minimized.
7. The new youth programs are not the cutting edge for institutional change.
8. Emphasis must be placed on approaches and delivery agents of demonstrated merit.
9. The development of a separate employment and training delivery system for youth is not encouraged.
10. The new youth programs are not permanent.

Each of these principles, assumptions and goals provides an organizational focus.

Knowledge Development

YEDPA is supposed to be an experimental and demonstration effort at both the national and local levels. The assessment of knowledge development activities would include an analysis of the progress and results of each of the national demonstration programs, as well as an examination of local CETA knowledge development efforts. A fundamental aspect of these prime sponsor efforts is to determine what employment, training and education services are already available for youth so that the new resources can be targeted and coordinated. Prime sponsors are to identify model programs and to support these with YEDPA funds. Prime sponsors are being urged to try different approaches and to establish knowledge development goals locally. They are required to enrich work experience efforts where these do not include adequate supervision and support services. Discretionary funds are to be channeled through the CETA system as much as possible with the results integrated into local planning and operations. A range of technical assistance materials are being provided by the Department of Labor with the aim of improving the knowledge base locally.

A variety of tools will have to be used to determine whether these results are achieved. The YETP grant narratives are to include the local youth service inventories, the lists of innovative programs, and the local knowledge development goals. Analysis of the narratives will suggest the enthusiasm and sophistication of the CETA system in responding to this new mission locally. The independent, national and regional office site visits should indicate whether qualitative differences are in evidence. The competitions for discretionary funds should surface the most innovative ideas and the process of application through the CETA system should help to assure integration into local planning. The separate evaluations of the national demonstration programs will document progress in this regard. Finally, the effectiveness of technical assistance offerings meeting the needs of prime sponsors will be assessed in a special end-of-the year review of technical assistance offerings.

Work Experience

The nature of the work being funded under YEDPA can be determined from a variety of sources. The data forms will indicate the split between in-school and out-of-school, and will yield estimates of unit costs. The CLMS will identify the types of individuals being served in these work experience components and how work experience is linked to other services. The grant narratives will list the jobs being funded and the wage levels. The National Longitudinal Survey will examine attitudes toward these jobs and, eventually, the way they fit into the development patterns of disadvantaged youth. The independent, national and regional networks will all examine work sites and types as a major evaluative element. They will seek to determine whether there has been a qualitative improvement in youth work experience under YEDPA. There will be a comprehensive assessment during the school year and the summer of a random sample of job sites nationwide to determine supervision, attendance, work products, satisfaction, enrichment and other job characteristics. This will be combined with theoretical studies which should improve the methods of valuing work output. The studies of YACC in particular will examine the validity of the valuation methodology already in use by Agriculture and Interior. In ultimately doing the benefits/costs comparisons, it is critically important that output be at least crudely assessed since work experience is a major program element and the work product must be one of its major social benefits.

Youth Participation

The extent of youth participation will be determined from several sources also. The grant narrative review will indicate the composition of youth advisory councils. The independent, national and regional monitors will seek to interview youth and planners to determine the extent of their input, and will measure the extent to which youth have been hired to deliver youth services. The demonstration programs include a national youth council and a series of regional conferences which should shed further light on the degree of youth participation.

Serving Those Most in Need

The targeting of resources on those most in need is, of course, a major goal. Nationwide, the program data will provide a good fix on client characteristics. Important changes have been made in the reporting format which will yield more germane information with only minimal changes in recordkeeping and reporting workloads. Both education and family status information is more complete, which should provide better information on the needs of participants, for instance, whether they have breadwinning responsibilities. The national and regional reviews will include checks on the validity of reported data. In the early YACC monitoring effort, a sample of applicants will be tracked to determine whether selection procedures are fair and equitable. The issue of creaming within broad target groups is a qualitative judgment which will be made by the independent review teams having contacts with prime sponsors. Evaluations of demonstration projects using alternative delivery mechanisms such as community development corporations will indicate, by comparison, whether they are better able or more willing to target resources. The National Longitudinal Survey which will include aptitude and achievement tests will be able to suggest what types of youth get into which types of programs and services.

Avoiding Substitution

The ultimate impact of YEDPA rests on the issue whether the new resources will supplement rather than substitute for those already being used for employment and training of youth. Substitution can take many forms and it is difficult to pinpoint. The regulations require maintenance of effort under Title I, proscribing any reduction in the proportion of youth served and requiring that the mix of services be maintained. The regional offices will be responsible for enforcing this regulation. The national and regional review teams will also carefully study the substitution issue. The independent process evaluation will pay special attention to this issue as well. National data for YEDPA and Title I will provide a basis for assessing national changes in participation levels and CLMS when it comes available will permit a more sophisticated analysis.

More subtle forms of substitution must also be assessed. At the national level, there has been pressure to absorb projects previously funded from other sources. This substitution must be identified. At the local level, these same pressures will occur, for instance, in supporting services in school. The outside process evaluation will be the chief mechanism for determining the substitution in subgrants at the local level. The end result will be an attempt to assess the share of each YEDPA dollar which ultimately represented a net addition to youth resources.

Minimizing Overhead

The standard financial reporting forms provide the major instrument for controlling overhead. A few minor changes have been made to permit greater detail in supervisory costs. The information will be carefully evaluated. However, administrative expenses are frequently hidden in subgrants or by other obfuscations. Special national and regional studies will examine the expenditures in detail in a sample of areas. The independent review team will be asked to do the same, with special attention to in-school activities. The ultimate aim is to determine how many dollars actually are used for the direct employment or employability development of youth.

Institutional Change

Institutional change is a process which must be assessed qualitatively and judgmentally for the most part. The review of the grant narratives and subsequently of the LEA agreements will suggest the ambitiousness of CETA-school system coordinations. These will be further documented by the onsite investigations. The consideration given to organized labor will be a subject of special reviews. Progress in achieving locally established institutional change goals is to be assessed in end-of-the-year reviews by each prime sponsor, and the national office will assess these in a special report.

Service Deliverers

The choice of delivery agents for the new youth efforts is a major issue given the emphasis in the legislation and regulations on "special consideration" for community and neighborhood-based groups and the specification that 22 percent of YETP funds must be spent in-school under the terms of a LEA-CETA agreement. The review of plans and the various site visits will indicate whether the intents of Congress and the Department of Labor are being met in these regards. More meaningfully, however, the reviews will indicate the effectiveness of procedures for choosing delivery agents and whether greater or less national specification is preferable.

The demonstration projects will test the comparative effectiveness of a variety of delivery agents and the evaluations will hopefully yield some answers about which deliverers are most effective in different tasks. For instance, there will be a structured test of school-to-work transition services offered by the Employment Service, various community-based groups, and the CETA system. Community improvement activities will be carried out by the CETA system, a nonprofit replication corporation, CDC's, and under Federal interagency arrangements between the Department of Labor and the Department of Transportation. The aim will be to assess the comparative strengths and weaknesses of the alternatives.

Program Integration

The YEDPA programs are to be integrated with other employment and training activities for youth. Questions here concern the choice of assessment and intake mechanisms, the comparability with existing programs, the attempts to fill gaps in the existing system. Judgments will have to be made based on a careful examination of grant narratives and the national, regional and outside evaluations. A special issue which will demand increasing attention in the spring and summer is the coordination of in-school and summer activities, since a major aim of YEDPA is to provide year-round employment and training packages for disadvantaged youth. Special policy issuances and evaluation procedures will be developed by the summer in addition to those contained in this report.

Implementation

The first year of YEDPA will be dominated by phase-in complications. Basic questions are how fast prime sponsors can move, to what extent early results can be improved in steady-state operations, and what is the saturation level, if any, of youth activities? The phase-in will be monitored through regular program data. But the judgments about startup implications and saturation levels will have to be made through the process evaluations. Specific questions relating to the interrelation between YEDPA and the summer employment programs must also be resolved. There are, then, questions whether flexibility is being retained for different permanent programs. The issue will, again, have to be resolved through the process evaluations.

Monitoring and Review Schedule

Implementation of this comprehensive evaluation and assessment strategy will have to be carefully coordinated and scheduled to fit in with the operational activities of the Office of Youth Programs. There are certain report dates written into law which provide scheduling targets. An interim report on the progress of YACC is due to Congress February 1, 1978; this is to be a joint effort of the Departments of Agriculture, Interior and Labor. By March 15, 1978, the Department of Labor is to submit an assessment of the Entitlement program and its progress. This is to be followed by a December 31, 1978, assessment. Because of the immediate concern with youth unemployment and the effectiveness of the new initiatives, the Office of Youth Programs will provide a comprehensive assessment of all YEDPA components on each of these two dates in 1978 and 1979 (as well as Job Corps progress reports). For each of the goals established in the Planning Charter, these reports will synthesize the findings from the entire range of evaluations and assessments. The focus will be on the planning processes, individuals served, the types of services received, the effectiveness of the delivery mechanisms, the implementation process, the costs and the measured impacts. Additionally, knowledge development reports will be prepared on these dates describing the progress in addressing the underlying policy issues. These reports will interpret the evidence from the evaluations and will supplement them with the findings of experimental and theoretical studies. In other words, by March 15, 1978, Congress will be provided: (1) A progress report on all phases of YEDPA planning and early operations structured around the Program Planning Charter; (2) A progress report on the Job Corps augmentation; (3) A knowledge development report addressing the issues raised in the Knowledge Development Plan. Similar, more sophisticated reports will appear December 31, 1978, and on the same dates in 1979.

The detailed schedule for the implementation of the assessment efforts is as follows:

1. Separate issue papers detailing the administrative decisions and considerations in achieving the Planning Charter's articulated goals will be prepared by the end of December 1977. There will be a total of 10 papers of varying lengths. These will provide the foundation for the structured national and regional office reviews as well as

the independent process evaluation. At the same time, the papers will present useful information to the public on the administrative processes and actions under YEDPA. The papers will be updated periodically.

2. The grant narrative or plan review must await submission of a majority of prime sponsor applications since there will be a sponse bias in surveying those which are earliest. The implementation schedule calls for bulk of plans to be approved by the end of 1977. Hence, the review should be possible by early February. The local education agency-CETA agreements are of special interest. These can be submitted up to 2 months after the plan. Review by the Office of Youth Programs staff must, therefore, occur in late February. In both cases, summary information should be available for the March 15, 1978, report to Congress. Additionally, each prime sponsor will assess its own activities and progress in an annual review. These local reviews will be analyzed early in fiscal 1979 to the March 1979 report to Congress.

3. Nationwide program data will be available beginning in April or May 1978, while sample information and enrollment levels will be gathered prior to this through ad hoc procedures. Comprehensive analysis of this information at a national level will be on a quarterly and annual basis. Enrollment data will be reviewed monthly during implementation. Additionally, the data will be sampled and validated by the national, regional and independent process evaluation teams.

4. The Continuous Longitudinal Manpower Survey will interview as its first wave those who enter the program in the second quarter of Fiscal Year 1978. There will be a 1 year followup only. Adjustments to the questionnaire and the preparation for the new samples will be accomplished in October and November 1978. Some dependable evidence on enrollee characteristics and services received will be available at the end of Fiscal Year 1978. Outcome information will not be useable until 1979 when there are 1 year followups on four quarters of enrollees.

5. The National Longitudinal Survey is basic research tool with a longer-run payoff. Design of the questionnaire and pre-testing will be time-consuming, as will the establishment of sampling procedures which will focus on the disadvantaged and validated information on program participation. Work on these aspects will continue until the first survey in November 1978. The analysis of the first survey results will be available 6-9 months

later. However, the really important findings are the longitudinal ones which will depend on several years tracking of the sample.

6. The outside monitoring and assessment network was organized in September 1977, and evaluators will be in place by the time of the first enrollments. The contract for the outside evaluation calls for interim progress reports which can be included in the March 15, 1978, and December 31, 1978, reports to Congress.

The outside process evaluation for YACC will be initiated in early 1978, with the selection of an evaluation by competitive bid in December 1977.

7. Regional office reviews will focus on specific topics as they become important. For instance, reports on youth participation and the phase-in process will be prepared as early as possible, hopefully before March 15, 1978. Targeting will be analyzed as information becomes available. Worksite evaluations, the integration of YEDPA, with CETA, substitution and overhead issues, institutional change efforts, and other activities will be studies later in Fiscal Year 1978.

8. National office reviews will follow the same general schedule as regional office reviews. The special review of technical assistance efforts and their effectiveness will be completed at the end of fiscal 1978.

9. The impact assessments will be established as early as feasible but will require careful structuring. The control group studies of YACC will be initiated once the program has overcome its growth pains and a residential component is established. Contracting for these studies would occur in the second quarter of 1978 with implementation of the evaluations in late 1978 or early 1979. The Entitlement studies will be in place by the beginning of the projects in January 1978. A pre-survey of the entitlement areas and residents will occur prior to implementation. Research designs will be finalized in November and December 1977. Reports on preliminary progress will be prepared for the March 15, and December 31, 1978, submissions to Congress. A long-run followup of enrollees will be designed, with a decision on its implementation depending on the extent that school completion rates are affected by the guaranteed jobs. The studies of worksites will be conducted in the spring and summer of 1978. Contracting for this evaluation will

be done in December 1978 and January 1979. Finally, each of the smaller demonstration programs will have an evaluation system built in. Since most of the projects will be getting underway in the second quarter of Fiscal Year 1978, a substantive report cannot be made until December 1978, with assessments of outcome the following year.

The wealth of information which will be gathered will be presented in many different forms for different audiences. The synthesis reports for Congress by the Office of Youth Programs are critical in organizing and presenting the information. Undoubtedly, there will be delays in specific elements of the assessment package. It will be a formidable challenge to integrate the results. Clearly, however, a diverse array of monitoring and evaluation approaches are being implemented, with a structured approach which should yield a high caliber product. The Youth Employment and Demonstration Projects Act will be more comprehensively evaluated than any other employment and training effort in recent years, and the result will hopefully be a significant improvement in the knowledge base for use by Congress and the Administration in setting national policy and by prime sponsors in designing and improving local programs.

A KNOWLEDGE DEVELOPMENT PLAN
FOR YOUTH INITIATIVES
FISCAL 1979

THE KNOWLEDGE DEVELOPMENT FRAMEWORK

Congress and the Administration have made a major commitment to expanding and improving employment, training and career development services for youth. On August 5, 1977, the President signed the Youth Employment and Demonstration Projects Act (YEDPA) which created four new programs and provided significant discretionary authority to test new approaches for aiding youth. The new programs have now been extended through fiscal 1978 and backed by sizeable appropriations. In addition to these new efforts, the Job Corps program which provides comprehensive services in a residential setting for severely disadvantaged youth is being doubled in size to 44,000 slots. Finally, the Summer Program for Economically Disadvantaged Youth (SPEDY) is being reassessed and refocused with the goal of substantially increasing its effectiveness.

Knowledge Development activities are a critical element in these youth initiatives. Research, evaluation and demonstration efforts related to youth were a major priority in the 1960's but have received declining attention in recent years. While much was learned, many critical questions remain unanswered about the scale and nature of the problems and the effectiveness of public interventions. A primary aim of YEDPA was, therefore, to improve the information base for public policymaking. It was designed as a limited duration "demonstration act" mandating a range of experimental, research and evaluation efforts. Other initiatives have shared in this emphasis. Job Corps has traditionally been a laboratory for experimenting with new approaches to serve economically disadvantaged youth. With expansion, there was a need for innovative approaches as well as improved assessment of current operations. Basic information was also lacking about SPEDY, as well as about the new directions of program operation. Congress and the Administration wanted to know more before developing and implementing youth policies for the longer term.

An Office of Youth Programs was established in the Employment and Training Administration in July 1977 to implement these youth initiatives. A major dimension of its mission was to develop and coordinate knowledge development activities for YEDPA, Job Corps and SPEDY, while serving as a nexus for linking with youth-related efforts of other agencies.

In fiscal 1978, an ambitious agenda of demonstration, research and assessment activities was implemented. A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act structured an array of YEDPA discretionary efforts which would address the most basic questions of concern to national policymakers. These efforts included a massive experiment with job guarantees as well as almost $100 million in action programs designed to yield information about what works best for youth. Demonstration programs were mounted as part of the Job Corps expansion effort, and previously commissioned research and evaluation work was completed. Research and evaluation related to the 1978 summer program was significantly broadened.

The aim of this fiscal 1979 Knowledge Development Plan for Youth Initiatives is to further advance and coordinate the research, evaluation and demonstration activities concerning youth employment and training. The extension of YEDPA programs through 1980 provides the time needed to develop more complex efforts and to follow up on short-term projects. The YEDPA plan for fiscal 1978 necessarily focused on the "first-order" questions which needed to be answered to design better national policies. Hindsight has suggested additional issues of great importance, while the continuation of the knowledge development mandate also provides an opportunity to address "second-order" questions--i.e., to explore the problems of significant segments of the youth population, to focus on specific service components to determine how each can be improved, and to further assess the comparative effectiveness of alternative delivery approaches. The new programs and approaches can be refined and improved with continuing operation. Longer-duration strategies for dealing with youth can be explored. The integration of activities across youth programs in ETA and the establishment of linkages with similar programs in other agencies, can also be pursued. Finally, the research, evaluation and demonstration efforts launched with necessary haste in fiscal 1978 can be modified, coordinated and supplemented.

The activities to be funded under this plan, in conjunction with those funded in fiscal 1978, represent an investment of nearly half a billion dollars. While almost all of these resources are used to provide quality services and employment opportunities to youth, and on youth. Obviously, no information will be available in time to enlighten early 1980 decisions. These realities cannot be altered and it must be recognized at the outset that there will be limited participant outcome information to make policy decisions in late 1979. There are, therefore, some shortcuts which must be used: First, research which can be completed more rapidly will yield much information about the youth labor market and the potential impacts of interventions. It will help to synthesize the lessons from the past. It will provide a better fix on some of the benefits such as the value of work output. It will reveal information about how to deal with special groups and special problems. It should suggest some better ways to measure performance and should clarify issues related to the management information system. A great deal of the uncertainty about youth programs and policies has to do with these types of issues which do not require new data gathering.

Second, model program identification efforts covering both new and existing programs can yield a better understanding of the state of the art as well as of ideas that might be replicated. Likewise, evaluation activities can provide important snapshot information about what is occurring in the field. In programs like SPEDY and Job Corps, there is a variety of information which can be developed relatively easily about the characteristics of the programs. Many policy decisions rest on simply knowing accurately who is receiving what services, and the quality of these services as judged by reasonable observers--in other words, on input rather than output assessments.

Third, process evaluators will indicate whether legislatively intended changes in the nature of youth programs are being realized. Much of YEDPA is concerned with process issues--improving coordination between the employment and training and education systems, increasing union involvement, providing special consideration to community and neighborhood based groups, and encouraging youth participation. New regulations were developed to achieve these objectives. A basic question is whether the desired changes and processes occurred. If they did not, it would be moot whether the achievement of the objectives had the desired outcomes on performance.

Fourth, many of the demonstrations are concerned with the feasibility of certain organizational arrangements and approaches. Perhaps the best example is the legislatively mandated Youth Incentive Entitlement Pilot Projects which, among other things, seeks to determine whether jobs can be feasibly guaranteed for all eligible youth, and the number which will be needed and the costs. Early experience with this and many other demonstrations will suggest a great deal about the basic feasibility of the notions, the costs, and the implementation problems which will be encountered.

Fifth, most of the demonstrations are structured so as to test alternative approaches or delivery agents. While long-term impacts are important, much can be surmised from comparisons using entry and exit impact instruments and short-term followups on the assumption that the differences over the long-run in impacts on comparable groups will be mirrored in the short-run. For instance, if two or more delivery agents or approaches offer occupational information and counseling to in-school youth and the costs are structured so that they are comparable, entry-exit tests of occupational awareness, maturity or sex stereotyping in aspirations will suggest which approach or agent has had the greatest impact even if the long-term value of occupational information and counseling cannot be determined for some time.

There is no doubt that in 1981 and 1982, much more information will be available to formulate national policies than at the expiration of YEDPA. However, the basic issues which have been outlined can probably be resolved to some degree by late 1979 if the early results are carefully and quickly synthesized and assessed. The key is to integrate disparate research, process evaluations, in-program impact findings, early followup results, identified model program, and demonstration program comparisons, utilizing all information as soon as it comes available. The concluding section seeks in a preliminary way to indicate the types of information which will be provided from each knowledge development activity which pertain to each of the basic issues, and the general timeframes in which this information will be available. Ongoing refinements in this matrix will be needed as plans evolve and as new issues and perspectives arise.

If this ambitious plan is achieved, the potential information yield is massive. The "knowledge development" activities in fiscal 1978 and 1979 are perhaps the most ambitious in history. While the projects must be judged first in terms of the immediate benefits they provide to youth they should yield lessons which can improve programs for many years to come. The vast agenda of activities which follows suggests the burden of subsequent synthesis and analysis if this knowledge development potential is to be realized.

A SUMMARY OF KNOWLEDGE DEVELOPMENT EFFORTS IN FISCAL 1978

YEDPA Research, Evaluation and Demonstration Activities

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 placed major priority on knowledge development:

> "Sec. 321. It is the purpose of this part to establish a variety of employment, training and demonstration programs to explore methods of dealing with the structural unemployment problems of the Nation's youth. The basic purpose of the demonstration programs shall be to test the relative efficacy of the different ways of dealing with these problems in different local contexts."

To achieve this mandate in a systematic fashion, the Office of Youth Programs prepared A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act. This provided a structure for discretionary activities as well as a means of informing the public and interested parties of the complex array of activities which would be undertaken. The following review highlights the major elements of this plan and the progress in their implementation.

1. The Entitlement Program

Youth Incentive Entitlement Pilot Projects (YIEPP) is a legislated demonstration program which guarantees a job and/or training (part-time during the school year and full-time in the summer) for all economically disadvantaged 16- to 19-year-olds who (1) reside in selected geographic areas, (2) are already in school or returning to school, and (3) apply for this opportunity to which they are entitled. The aim of the demonstration is to test the feasibility of providing enough meaningful jobs to employ all eligible youth who want them, to determine the costs of a nationwide entitlement, to assess the impacts of a job guarantee on school retention and return, and to determine the impacts of schooling and employment on the future earnings of economically disadvantaged youth.

Through a nationwide competition, 17 areas were selected as sites for Entitlement demonstrations. Seven of these sites are implementing large-scale (minimum $8.5 million) projects testing the efficacy of a guarantee covering a large jurisdiction. The remaining ten sites are implementing smaller-scale projects (maximum size $1.25 million) testing alternative and innovative approaches. These projects were all funded for 18 months except two of the larger ones which tied in the competition and were, therefore, both funded for only the 9 months remaining in fiscal 1978. A rigorous research effort has been implemented by the Manpower Demonstration Research Corporation, which is assisting extensively in this program. By the end of June 1978, all projects were operational and 27,000 economically disadvantaged youth were employed in the 17 entitlement sites.

2. Community Improvement Discretionary Activities

a. Ventures in Community Improvement--This demonstration in 8 sites seeks to test the feasibility of using a nonprofit intermediary corporation as a mechanism for replicating a model community improvement program. It will seek to measure the value of output from these projects and the community impact, as well as the effect on participants. The nonprofit Corporation for Public/Private Ventures is assisting in this demonstration. Sites were selected and projects carefully developed to become operational at the start of fiscal 1979.

b. HUD/CDC Community Improvement Demonstration--This demonstration was established through an interagency agreement with the Department of Housing and Urban Development. The projects in ten sites seek to determine the effectiveness of community development corporations as delivery agents, particularly their success in linking with other funding sources, and the efficacy of the direct Federal-local approach in establishing programs for aiding youth and their communities. Projects were operational by early Spring.

c. Railroad-Related Community Improvement Demonstration--This demonstration in three States tests the concept of direct Federal/State partnerships related to railroad improvements. In two of the three projects, there has also been an effort to link the jobs component to correctional reform and deinstitutionalization efforts.

d. Aged and Youth Joint Service Project--In rural poverty areas there tends to be a concentration of older workers with limited employment opportunities and youth who are likely candidates for out migration. Operation Mainstream and its related programs have proved very effective in raising the income of the older poor, as well as providing useful services and tangible outputs for the community. Older workers are sometimes used to supervise youth in work experience programs. It is logical to link programs for the elderly and youth. To this end, a demonstration project not specified in the 1978 Knowledge Development Plan was initiated in fiscal 1978. It provided jobs for youth to work with eligible older workers. The aim was to have joint participation and decisionmaking, so that there could be a good deal of interaction. Mature youth as well as older workers were to serve in supervisory capacities. A knowledge development objective was to determine whether participation in such projects had a different impact on youth than participation in projects where all enrollees were young. This demonstration will begin operations at the start of fiscal 1979.

3. Youth Employment and Training Programs Discretionary Projects

There were thirty discrete demonstration projects launched in fiscal 1978 with more than 200 separate sites for activities by the end of the fiscal year. A complete history is available from the Office of Youth Programs. The following is only a summary of the major elements:

a. Youth Community Service Demonstration--This project was established through an interagency agreement with ACTION. It explores the national youth service concept, particularly the notions of a job guarantee and the development of new forms of community service. It was established in Syracuse, New York, and has been phased up gradually in fiscal 1978 with a large enrollment increase anticipated at the beginning of fiscal 1979.

b. Education Entitlement Voucher Demonstration Project--The project will test the feasibility and value of applying the "GI Bill" approach, providing an "Education Entitlement Voucher" to youth participants in selected employment and training programs. Conceptual development was scheduled for fiscal 1978 with implementation in fiscal 1979. The developmental work was commissioned and largely completed.

c. Exemplary In-School Demonstration Project--This demonstration provides grants to education and other agencies through CETA prime sponsors for exemplary projects in the following areas: (1) career information, guidance and job seeking skills, (2) academic credit for work experience, (3) expanded private sector involvement, and (4) job creation through youth operated projects. The aim is to promote cooperation between the local education and employment and training systems. The project has been developed utilizing a specially created nonprofit corporation with representation of educators as well as manpower experts. In the competitive grants, 45 sites were funded for projects beginning in the 1978-1979 school year. Additional exemplary in-school programs were selected for discretionary funding.

d. Career-Oriented Alternative Education Demonstration Project--This demonstration seeks to replicate the successful Career Intern Program initiated by Opportunities Industrialization Centers of America, Inc. (OIC). The five projects for dropouts and potential dropouts will be operated by OIC under contract with the National Institute of Education, which was transferred funds under terms of an interagency agreement.

e. Private Sector Initiatives for Youth--This demonstration will carefully assess alternative techniques for involving the private sector in the employment and training of youth. A range of projects will be funded and studied. The subject areas include job restructuring and job sharing, reducing transactional costs, youth entrepreneurship, involving businessmen directly in placement efforts, pre-employment services, elimination of barriers to employment, and wage subsidy alternatives. The varied projects are being coordinated and assessed by the Corporation for Public/Private Ventures. Program activities were initiated in the pre-employment services and entrepreneurship areas in fiscal 1978.

f. Youth Entrepreneurship Project--A Corporation for Youth Enterprises (CYE) was created with joint participation of the Department of Commerce's Office of Minority Business Enterprise and the Community Services Administration. CYE will support businesses run by youth in five localities, with YETP funds supporting wages of the young workers. The design period will last through fiscal 1978 with program operations beginning in fiscal 1979.

g. Work-Education Councils--The Department of Labor continued support of education and work councils established in 1976 in 33 local areas. OYP commissioned indepdendent case studies of these councils in fiscal 1978 and worked jointly with the National Institutes of Education to develop a major study of the effectiveness of these councils in easing school-to-work transition.

h. School-to-Work Transition Demonstration Project--A set of alternative deliverers will provide transition services to high school juniors and seniors. The results will be carefully assessed to determine the comparative effectiveness of the deliverers, which are mostly community based groups, and the impact on economically disadvantaged youth of such services. The grants were signed and all projects will be operational in the 1978-1979 school year.

i. Service Mix Alternatives Demonstration Project--This project supports locally designed experiments which test the impacts of work projects compared with those which combine work plus education, training and other services. Three projects were funded in fiscal 1978.

j. In-School Apprenticeship Demonstration Project--The purpose of this project is to develop and assess new apprenticeship opportunities which (1) enable disadvantaged high school juniors and seniors to have access to part-time apprenticeship positions and (2) facilitate youth transition from school-to-work in full-time apprenticeship unpon graduation from high school. The four grants in fiscal 1978 supplement similar efforts by the Bureau of Apprenticeship and Training. All will be subject to be a coordinated study.

k. Longitudinal Survey of Youth Transition from School to Work--A national longitudinal survey focused on economically disadvantaged youth has been undertaken. The first survey will be conducted in January and February 1979 with annual followups. Pretest results for a small sample will be available in November 1979.

l. Use of Occupational Information in Aiding Youth--Funds were transferred to the National Occupational Information Coordinating Committee (NOICC) to improve the content and delivery of occupational information for youth. To meet knowledge development objectives of OYP, NOICC has arranged for (a) a national survey of occupational information at the secondary school level, (b) a structured test of the effectiveness of different types of information and delivery on the measured occupational awareness of youth, and (c) a test of the impact on disadvantaged youth from intensive exposure to occupational information.

m. Research and Evaluation Studies and Model Identification--The remaining research and evaluation studies outlined in the fiscal 1978 Knowledge Development Plan have been implemented. These included a conference on youth unemployment statistics and their meaning, a coordinated set of studies on black youth unemployment, an analysis of the impact of government programs on measured rates of employment and unemployment, assessments of youth program data systems, a study of the value of work outputs and another of the quality of job sites and a conference on the problems of young women. Additionally, a range of technical assistance contracts were developed to identify model programs.

Learning More About the Summer Program

The Summer Program for Economically Disadvantaged Youth (SPEDY) affects the lives of more than a million unemployed youth each year. It is basically a work experience program, with increased emphasis on vocational exploration and other services. Very little is known about the quality of the work experience, the extent of enrichment, or the impacts on participants. In order to improve understanding of this critically important element of our youth employment and training efforts, "knowledge development" received extra emphasis in the 1978 summer program. The following activities were undertaken.

1. Job characteristics were assessed intensively in a small sample of prime sponsor areas. The study concentrated on supervision, attendance, worksite discipline, hours of work, work activities, output and skill development. Exemplary summer work projects were identified.

2. The integration of SPEDY with YEDPA and other employment and training efforts for youth was analyzed under ongoing case studies of YETP and YCCIP.

3. National office review teams visited ten prime sponsor areas in the spring and during the middle of the summer to assess planning and implementation, particularly focusing on the integration of summer and year-round programs, targeting and enrichment, with case study and summary reports to be completed in fiscal 1979.

4. A stratified sample of summer plans was assessed to determine characteristics of the program, particularly efforts to award academic credit, to provide vocational exploration and to link with education.

5. Because of the problems noted in the 1977 New York City program and the concentrated efforts to implement new monitoring and administrative procedures in 1978, a special case study was commissioned of the city's program.

6. In the national Vocational Exploration Program a demonstration effort was undertaken to employ the handicapped and offenders, as well as to aid youth to enter nontraditional jobs. A process evaluation was commissioned to assess the special problems related to these activities. This report will be completed in fiscal 1979.

7. The impacts of regular SPEDY, national and local VEP's, and the special components for the handicapped, offenders, and entrants into nontraditional jobs were assessed for a sample of prime sponsors. The impact measures focused on maturity and job readiness, occupational awareness and attitude changes of participants. The results will be provided in fiscal 1979.

8. Model prime sponsor programs were identified and assessed in descriptive analyses by prime sponsors with the aim of producing "how-to-do-it" guides.

Job Corps Innovations and Assessments

Knowledge development has always been a basic mission of Job Corps. With its broad mandate to provide comprehensive services to the disadvantaged, with its detailed and uniform reporting procedures, Job Corps provides the controlled conditions so important in research and demonstration activities. The law specifies that Job Corps should contribute "...to the development and dissemination of techniques for working with the disadvantaged that can be widely utilized by public and private institutions and agencies." The law also specifies that "The Secretary shall provide for the careful and systematic evaluation of the Job Corps program, directly or by contracting for independent evaluations, with a view to measuring specific benefits, so far as practical, and providing information needed to assess the effectiveness of program procedures, policies, and methods of operation."

In the last few years, resource stringencies and stabilization of the Job Corps program have reduced the priority on research and demonstration efforts. During fiscal 1978, the doubling of Job Corps to 44,000 slots was the major priority. However, with expansion, there were opportunities and needs to increase knowledge development activities.

A number of new approaches were implemented as part of the expansion:

a. Industry work experience. Work experience positions were created to provide on-the-job training and job experiences before termination along with a full range of Job Corps support. For Corpsmembers who have acquired basic skills and competencies but lack exposure to the labor market, temporary work experience situations are now offered along with active job search assistance For other youth who can benefit from advanced training, work experience positions have been arranged which are directly relevant to career aims with the intent that a large proportion of participants will be subsequently employed in the same firm or industry. The aim is to increase the proportion of training-related placements and the labor market success of Job Corps participants.

b. Military preparation. Development was begun on a special component of Job Corps to counsel and train corpsmembers for military service in order to regularize the flow of corpsmembers into the Armed Forces and to improve their success rates, as well as to help youth rejected by the military. The design work has been initiated and implementation is planned late in fiscal 1979.

c. Advanced career training in junior colleges and technical schools. Residential slots were developed with community and junior colleges and postsecondary vocational schools. These opportunities are available only to enrollees who have been in the Job Corps program for 90 days or longer and have demonstrated their maturity and competence. The aim is vocational preparation rather than just general education.

Additionally, demonstrations were mounted focusing on services to subgroups of the universe of need. Three varying types of arrangements have been developed for serving young women with children. Three centers for Native Americans were established. Development was begun on a center to provide assistance to handicapped youth. Another utilized Job Corps as part of a comprehensive treatment system for troubled youth. There was also experimentation with new delivery approaches including centers operated by CETA prime sponsors and others operated by community based groups.

Research and evaluation activities supplemented these demonstration efforts.

1. A major assessment of the economic impact of Job Corps was completed. This study compares the experience of corpsmembers and a carefully selected control group 6-9 months after the termination of participants. It indicates the short-run impacts on unemployment, wages, occupation, educational status, armed services participation and contacts with the correctional system.

2. A pilot study to develop and test instruments and methods for assessing the noneconomic impacts of Job Corps was completed in fiscal 1978. While this does not provide general findings because of the very limited sample, it is suggestive of areas for further research.

3. In November 1976, three experiments were undertaken to assess the impacts of variations in allowances on the length of stay. The results will be analyzed and presented in early fiscal 1979.

4. The Seattle Regional Office of the Job Corps conducted a careful study of early termination and its causes. The product, Managing for Success with Youth: A Strategy for Reducing Early Termination Rates suggests ways to improve Job Corps center retention.

5. In February 1977, a demonstration was begun to determine whether home leave after 45 days would make a difference in retention rates. The results were analyzed and presented in a 1978 report.

6. A contract research report was completed on the special needs of women and their availability for the Job Corps.

7. A pilot study was undertaken to validate placement data in all regions as a forerunner of instituting a periodic validation methodology.

8. Job Corps recruiting history and the present experience were studied to suggest ways in which expansion needs might be met.

PLANNED KNOWLEDGE DEVELOPMENT ACTIVITIES IN FISCAL 1979

The varied research, evaluation and demonstration activities mounted in fiscal 1978 promise to improve understanding of the YEDPA, SPEDY, and Job Corps programs. They will substantially increase knowledge about youth employment problems and programs. For the next year, work must carry forward, with gaps filled, efforts better coordinated, and priority knowledge development areas explored. While separate plans are detailed for each program, every effort is made to integrate the research, evaluations and demonstrations.

YEDPA Programs

1. Continuing Tests of the Entitlement Approach

Since the Entitlement program was initially authorized as part of the one-year YEDPA mandate, the research and evaluation plans were developed to learn as much as possible from 18-month demonstrations. There were recognized limitations in this short-term approach:

- Creating a massive number of jobs in a short time is a challenging administrative task. Over time, there should be an improvement in the quality and quantity of job sites and other aspects of the program. Evaluations of 18-month projects will reflect startup problems rather than the potential of continuing operations.

- Experience with other "entitlements", such as food stamps, indicates that it takes time for the eligible population to become aware of and accept opportunities. It is likely that the employment rate among eligibles will increase over time.

- The impacts on school retention and return will, of course, vary with the duration of the entitlement period for each individual. A 19-year-old entering the project in March 1978 may have only 6-months of entitled employment. A 16-year-old could have 4 years if the project continued this long. A one-year guarantee would likely have a different effect on school retention and completion than the four-year guarantee.

- To the extent that school completion rates depend on the duration of the entitlement for each individual, and to the extent that the impact of work experience depends also on its duration, the impacts of entitlement on future employability should increase under continuing projects.

Given these considerations, there are reasons for continuing some or all of the present Entitlement grants for more than the 18-month period. There are also some issues raised in the first round of funding concerning the adequacy of resources to provide quality educational services to youth staying in or returning to school, as well as the difficulties of attracting out-of-school youth back into the traditional educational system. It would be worthwhile to test the impacts of "enriched" educational offerings on YIEPP participants in order to determine the best mix of employment and educational outlays. The best approach to achieve this would be to increase educational offerings in several of the existing sites and to compare the outcomes with the matched sites. This could be done by choosing pairs of existing sites which are most alike and randomly choosing between them.

With the reauthorization of the Entitlement program through 1980, there is an opportunity to examine the impacts of multi-year Entitlements and the effect of improved educational services. However, the legislation still emphasizes that this is a demonstration program. Unless it is eventually extended to all areas, current projects will have to be phased out. There is also no reason to implement new projects unless they will aid in knowledge development. Another national competition does not make sense because of the paperwork burdens and the administrative difficulties of mounting such an effort.

Given these considerations, the strategy for the next two years would be as follows:

a. The two sites which were provided only 9-month funding because they tied in the competition would be extended to the full 18-months. This would carry all 17 projects through the 1978-1979 school year.

b. All projects which are judged to have acceptable performance will then be extended through the 1979-1980 school year yielding a full 2 years of operating experience at all sites.

c. Beyond this point, projects will be scaled down using fiscal 1980 funds as available and depending on the experienced rate of expenditures. The phase down will be achieved by the restriction that only youth previously enrolled in the program would be entitled, and only so long as they remained within the eligible age limits and in school. A limited number of sites might be extended for a longer duration to test the multi-year impacts further.

d. A test of the impacts of enriched education services will be implemented beginning January 1979. Entitlement sites will be given either 3 percent or 12 percent grant supplements to expand supportive services. High support and low support sites will be matched to determine whether the extra expenditures for educational and other support services help to attract and retain the more difficult to serve youth, and whether the impacts are greater on school retention and completion as well as future employability.

e. To provide for decisionmaking needs in late 1979, special studies (apart from the comprehensive research design) will be added to determine youths' perceptions and knowledge of the entitlement to collect early evidence on net return-to-school rates in the first year, and to assess private sector involvement and the reasons.

2. Community Improvement Discretionary Projects

With discretionary Youth Community Conservation and Improvement Projects (YCCIP) resources alternative approaches were tested including the use of a nonprofit intermediary to replicate a model program, direct Federal relations between HUD and community development corporations, railroad projects demonstrating the feasibility of community improvements related to railroads using direct State/Federal linkages, and mixed aged/youth in rural areas using Operation Mainstream grantees.

a. The HUD-CDC projects with demonstrated effectiveness will be continued through fiscal 1979; most will operate under current grants through February of 1979.

b. Rural Housing Improvement Project

Under an agreement with the Farmers Home Administration and the Community Services Administration, YCCIP funds will be used to provide wage support for youth involved in rehabilitation and construction of rural housing. The FmHA 502 and 503 programs provide for loans to low income elderly families for home improvements. The 113 program provides for below market rate loans to purchase homes. There is a substantial stock and annual flow of such homes which are in default and under the ownership of FmHA. The project will transfer funds to CSA to support rehabilitation and construction projects operated through rural cooperatives, community action agencies and community development corporations. Youth will restore homes of the elderly, with reimbursement for services out of the 502 and 503 grants and loans. The YCCIP funds will offset some but not all of the wage costs, so that the elderly will benefit from below cost services while the cost of job creation under YCCIP will also be reduced. Youth will rehabilitate 113 homes in default and these will be sold at market value; the CAA or DCS's would return the difference between the selling price and initial appraisal price and this would be applied to additional projects. Finally, new construction might be attempted with a guarantee of 113 loans upon completion. The homes will be sold at market value with any returns offsetting costs. In this project FmHA would provide the housing stock and the set asides of loan funds; CSA will administer the project and would provide funds for administration and materials for the local groups. The Department of Labor will provide for employment and materials consistent with YCCIP regulations. The knowledge development objective will be to assess how much wage costs can be offset and the viability of these operations as well as the impacts on participants.

c. Public Housing Community Improvement Project

In fiscal 1979, the Department of Housing and Urban Development is undertaking a comprehensive public housing revitalization program including a commitment of approximately $180 million. Under YCCIP discretionary authority, $10 million will be added for the employment of 16- to 19-year-old residents in community improvements on the public housing.

One of the fundamental questions in youth policy is whether youth do better when integrated with adults or when they are assigned their own projects. Because so much rehabilitation work will be going on as part of the revitalization initiatives it will be possible to provide employment which is integrated with these other activities as well as providing other projects which are handled primarily by youth under the supervision of a few adults. Another question is whether youth have a different attitude when working on their own homes or those of their families as opposed to generalized projects. One approach would be for repair and restore units in or near the homes of the youth employed. Another would be to undertake grounds improvements or other visible projects to determine whether there are different impacts. An issue which could be addressed is the one of scale. If a few youth in a housing project are employed, is this different than when there is a concentrated mobilization. The "entitlement" or "job guarantee" concept is being tested on a large scale but it might also be tried in an isolated public housing project of several hundred units to compare the impacts on the environment to projects with lesser saturation. Finally, it would be important to determine whether projects operated by tenant management groups differ from those operated by the public housing authority directly, i.e., whether control generates a greater community involvement impact as measured by participants' behavior and perceptions as well as those of other residents. One of the variables to be tested under all of these efforts is whether employment reduces crime and vandalism in the projects.

d. Low-Head Hydroelectric Dam Project

About 50,000 low-head dams exist in the United States, many of which are used to produce or have potential for producing electricity. During an era of cheap energy and rising labor costs, much of the electrical production of such dams was abandoned. Rising energy costs may now make improvement of such dams in preparation for energy production economically feasible. Small dams offer other advantages as community improvement projects and as sources of youth employment.

(1) They are often located in the heart of older cities, and their rehabilitation can help to conserve older neighborhoods.

(2) They can often be the key component of historic preservation efforts. Over six percent of all such dams were built prior to 1930 and have historical significance.

(3) Deterioration of dams has frequently created hazardous conditions, with danger of collapse of the dams in some cases.

(4) Their redevelopment lends itself to community waterfront park development.

(5) Much of the labor involved in their rehabilitation can be carried out by low skill youth.

(6) Substantial potential exists for training youth in technical areas while on the job.

(7) Because of the growing interest in such projects, skills learned in such work may be highly valuable to individuals for many years.

One dam has been identified which provides substantial potential for many of the above advantages. It is the French Landing Dam in Van Buren Township, MI. This pilot project would use community improvement funds to improve the dam and the surrounding areas in fiscal 1979, while feasibility studies are completed by the Department of Energy concerning the hydroelectric potential. If it proves feasible, YEDPA funds would be used to train youth for the hydroelectric and related work, with Department of Energy and the community providing resources for the equipment.

e. Weatherization Improvement Project

Many Community Improvement projects deal with weatherization using Department of Energy funds. The criticism of most weatherization efforts is that there is inadequate training and sometimes shoddy work. This demonstration, to be carried out by DOE jointly with DOL and CSA, would test the efficiencies of mechanization, training and mobility. Mobile vans would be provided for work in rural areas and youth would be carefully trained. Efficiency would be compared with other less mechanized projects doing similar work in rural areas.

3. Youth Employment and Training Programs Discretionary Activities

a. The first priority for YETP discretionary projects in fiscal 1979 is to follow-through on activities begun in the previous year. Even temporary projects must be phased out in an orderly fashion. For some projects, the developmental work was to be completed in fiscal 1978 with full funding in fiscal 1979. The major continuing commitments are for the: Private Sector Initiatives

Demonstration Project (PSI), Work-Education Councils, and the large scale Education Entitlement Voucher Demonstration Project. All of which will undergo substantial implementation and designwork, as well as the Corporation for Youth Enterprises, the National Longitudinal Survey, the Continuous Longitudinal Manpower Survey (CLMS) of YCCIP and YETP participants

Department of Labor support for work-education councils was intended to be temporary, to determine whether viable institutions could be created which could become self-supporting. In fiscal 1978, emphasis shifted to using the work-education network to promote the concept among interested prime sponsors. During fiscal 1979, phase-out of support for the present work-education councils will occur, with continuation in only a few isolated cases where the needs and benefits are clearcut. There will be an effort to establish five work-education councils in rural areas where early evaluations suggest they will have the greatest impact.

The Private Sector Initiatives Demonstration Project will continue according to the work plan and schedule developed in fiscal 1978. The key activity will be the test of alternative wage subsidy and on-the-job training approaches. A special demonstration will be launched, as one variant of the Private Sector Initiatives, which will test the "social bonus" concept of direct and simple payments to employers of economically disadvantaged youth. This will be assessed according to the same methodology as for other wage subsidy and on-the-job training approaches.

The Education Entitlement Voucher Demonstration will have to be implemented during fiscal 1979. This will be a major activity testing two or three variations in delivery approaches and there will have to be a structured, comprehensive assessment of the results.

b. Exemplary In-School Incentive Grant Demonstration

One of the principal accomplishments of YETP in its first year was to improve coordination at all levels between the education and employment and training systems.

The in-school incentive grants were an important factor. Areas with effective LEA-CETA agreements and good working relationships, as well as quality program ideas, were rewarded. Proposals from LEA's were directed through the CETA system encouraging cooperation and understanding. The nonprofit corporation, Youthwork, which helped to implement this project, provided a balance of education and manpower interests and served as an effective intermediary.

To continue this process, and to learn more about in-school activities, a new round of grants will be provided in two subject areas. The Office of Education in the Department of Health, Education and Welfare may participate jointly in this effort.

(1) Re-Entry for the Long-Term Dropout or Pushout

The chance of successful completion of high school is greater for dropouts who re-enter 6-months or less after leaving school. Re-enrollment retention and achievement rates drop severely as students remain out of school for more than 6-months. The problems are particularly severe for young mothers -- yet it is precisely these "hard-core," long-term dropouts who are least likely, by age 25, to have made the transition into full-time work. Special consideration will be given in the competition to applicants who will serve young women with family responsibilities.

The exemplary grants would explore approaches for encouraging re-entry and assuring greater success upon retention by providing supportive services, transportation, motivational support, counseling, tutoring and the like, and for developing short-term dropouts. There could be a particular focus on young mothers.

(2) Assistance in Integrating Physically and Mentally Handicapped Youth

A recent concern of Congress has been to reduce the segregation of the handicapped from their peers. This incentive grant component would select examples where in-school programs for youth have achieved outstanding success in serving handicapped youth in a fully integrated setting. The knowledge development effort would focus on the identification of the ingredients and a thorough examination of the potential for widespread adoption of these factors. Approaches might be tested such as the use of handicapped adults as counselors and for on-the-job followup, the development of supplements to occupational information system, or locating employers specially interested in handicapped employees.

c. Vocational Education-CETA Linkage Incentive Grants

Under an agreement with the Office of Education, YETP funds will match vocational education discretionary funds in order to have a competition under the vocational education competitive grant program. This competition will focus on projects which link CETA and vocational education efforts at the local level, particularly those serving the hardest to employ such as handicapped youth, offenders and young mothers. The grants will be operated through the vocational education system.

d. Mixed Income Experiments

YETP services are targeted to youth in families with an income below 85 percent of the lower living standard. However, up to 10 percent of funds are available to test the benefits to disadvantaged youth of participating in projects with youth from more affluent families. The regulations for YETP require there be fairly rigorous experimental designs for any local efforts which provide opportunities for youth above the income cutoff. Roughly 40 prime sponsors implemented mixed income experiments in fiscal 1978, but in most cases, the sample sizes in these efforts will be too small to reach any conclusions about the impact on the disadvantaged.

Structured experiments are, therefore, envisioned using YETP discretionary authority. In 4 prime sponsor areas, with preference for those which have initiated their own 10 percent tests, extra funds will be provided for structured experiments employing disadvantaged youth alongside the non-disadvantaged, and similar youth in a like component which serves only income eligibles. Two of the projects will be for in-school youth and two for out-of-school youth. The projects will be rigorously designed and operated on a scale where impacts can be assessed. Motivation, job awareness and other tests will seek to determine the differences at entry related to family income.

e. Juvenile Delinquency Treatment and Prevention Demonstration

There is copious literature indicating a statistical relationship between joblessness and juvenile delinquency. Likewise, employment is accepted as a matter of faith as an important component of any treatment strategy. There has, however, been no large-scale, systematic experiment to determine the effectiveness of the employment approach in reducing crime and recidivism. LEAA supports a broad range of projects focusing on diversion, restitution and re-entry treatment for offenders. This demonstration would create a structured set of employment and training programs for youthful offenders.

The demonstration variables would include the service mix, with four options including projects emphasizing counseling and pre-employment assistance, others emphasizing work, a third set with a training and education focus and a fourth with a mix of services. The delivery agents, target groups and age of participants would be varied in the research design so that the relative effectiveness of different delivery approaches could be assessed as well as the special problems of certain subgroups among the offender population and the best age level for employment interventions.

f. Runaway Youth Project

Runaways are a major, if largely unheralded, problem in our society. The Runaway Youth Centers operated under the Youth Development Bureau in the Department of Health, Education and Welfare provide comprehensive assistance to large numbers of troubled youth. Due to the lack of resources, however, employment has not been a major emphasis. Runaways would be, under the demonstration project, employed in centers to provide services to others; they would be placed in other jobs and worked into the local employment and training system. Arrangements would be made through an interagency agreement with the Youth Development Bureau. The knowledge development objective would be to test whether concentrated employment services could aid at this crisis point in many youths' lives.

g. Career Ladder Demonstration

Most youth programs, with the exception of Job Corps, provide a limited dose of useful work and services and assistance into a job, but few focus on continuing treatments which might lead to a "quantum leap" in employability. Annual funding, frequent changes in policy and the volatility of youth have been obstacles to the development of longer interventions. The short-term focus may be self-fulfilling to the extent that youth do not see a future in employment and training programs and choose alternative courses once they are ready to move ahead. Likewise, private employers might shun participants because they do not feel the programs have done much to prepare participants for work.

New mechanisms must be found to better link public programs to employment in the private sector as well as providing the continuing education and employability development assistance which is necessary to significantly improve the employment prospects of youth. Under the Career Ladder demonstration, young CETA participants will be carefully screened and tested to identify those who are motivated and potentially capable. These youth will be provided structured, multi-year internships in private businesses, with rotating periods of work and education. The aim will be to develop the youth through increasingly responsible job assignments and pay, resulting after a maximum of two years in a high level job within the business (for instance, jobs at the $10,000 or above annual earnings level would be a target). The YETP funds would support the administrative arrangements, education and wages for the two year period; the employer would have to guarantee good jobs at the end of this period.

h. Private vs. Public Employment Demonstrations

It is a widespread assumption that youth will gain more from private sector than public sector employment. This notion will be tested to some degree under the Entitlement program, where the success of youth placed in private jobs can be contrasted with those placed in public work experience. However, there are usually a variety of nonrandom factors involved in the assignment of youth to worksites. Frequently, the most able and attractive candidates are given the few private sector opportunities.

Using YETP discretionary authority to support full employment costs, it should be possible to secure private sector jobs for a large number of youth as demonstrated by the Entitlement experiment. In three sites, it is proposed that this authority be used to fund both private and public sector jobs, to assign like groups to each of the components, and to trace the differential outcomes. The impact measures would be standardized although the exact design and administrative arrangements of the experiment might vary from area to area. A longer-term followup would be implemented to determine effectiveness. These projects would be developed by selected prime sponsors with assessment coordinated under a single contract.

i. Supported Work

The Supported Work experiment has tested the concept of providing structured job settings and positive reinforcement for the hardest to employ, including youth with drug problems and offenders.

Experience has suggested that youth can benefit from this approach relative to others who are not enrolled in programs or receive less structured assistance. However, the youth participants in supported work have been mixed in projects with adults. It would be important to test whether projects solely with young participants can be as effective as those with mixed enrollment. The demonstration would also provide a laboratory for testing the impact of different types of work. The significant segments which would be served by those projects would be young mothers, handicapped youth and offenders. Their special problems would be carefully assessed.

j. Public Information Demonstration--Evidence suggests that private sector employers operate under a number of mistaken notions about youth and about hiring impediments. They may not actively participate in public programs because of the lack of information. Analyses of the impacts of the job creation tax credit have indicated that few corporate decisionmakers knew about the tax credit, and hence it had little impact on hiring decisions. An aggressive effort to "market" youth, to break down misconceptions, to provide information about mechanisms for participation, and, in particular, to sell employers on the new tax credit for youth employment might have a significant impact. This demonstration would concentrate efforts in five sites and would include a research component to determine whether behavior was affected. In particular, OYP would work with the Department of Treasury to determine whether the usage of tax credits was greater in these areas than in control sites. Materials developed under these programs could be used more broadly if they proved effective.

k. Citizen Involvement in Job Placement -- Efforts to secure jobs for disadvantaged youth have focused on business and labor, seeking to convince, coerce or subsidize them to provide employment to those who would otherwise not be hired. Government programs and intermediary institutions have sought to improve the employability of youth and to direct them to existing better jobs. Such approaches are the cornerstone of all proposed private sector approaches. There is, however, an additional approach which has not been tried on any large scale -- the use of individuals rather than institutions to help those in need. Simply and straightforwardly, it may be possible to mobilize volunteers to provide one-on-one employment oriented assistance to disadvantaged youth during the transition from school to work and adolescence to adulthood. This approach makes sense in light of all we know about youth employment problems. It can be implemented relatively easily, calling on resources which are not being used fully. The potential benefits, while subject to recognized constraints, can be significant, while the costs are minimal.

The approach would be tested through the existing volunteer network. ACTION would take the lead in implementing programs in a number of States and urban areas, perhaps with a subcontract to a community based organization to mobilize efforts within selected urban areas. The entire demonstration would be subjected to a comprehensive test of its effectiveness.

l. Post-Secondary Institution Involvement--Community and junior colleges are playing an increasing role in CETA programs. They have substantial capacity for remedial education and vocational training. The Fund for the Improvement of Post-Secondary Ecucation in the Office of Education is one way to mobilize these institutions to promote their further involvement. One of the goals during the second year of YETP is to promote longer-term interventions and career ladders. Junior and community colleges could work well with many of the participants in YETP and YCCIP programs, providing remedial education and then integrating this with a continuing program in the college. Incentive funds would provide the initial linkage and could demonstrate whether a continuation of services is feasible.

m. Limited Scale Demonstration

Experience in fiscal 1978 has suggested the possibilities for a range of small-scale demonstration projects to examine alternate approaches and to test their results. The following list is inclusive. Implementation will depend on the availability of staff resources to handle project design and development. Insofar as possible, those projects will be developed by the Office of Manpower Research and Demonstration in ETA's Office of Policy, Evaluation and Research.

(1) A work experience demonstration would test the concept of the "integrated learning experience" where youth would be taught to maximize whay they learn from job experiences. This is a model career education program which has been developed for junior college and high school youth. It would be tested with out-of-school youth.

(2) A structured demonstration might explore job availability by sending out economically disadvantaged youth for job interviews drawn from want ads or ES files. It is a popular notion that there are many jobs available but youth would not want them. This research-oriented demonstration would provide a systematic exploration. Youth would be paid some stipend though only for a limited period and less than enough to discourage active job search. In the process they would learn much about the labor market. Where jobs were offered but the youth did not want them, the reasons would be systematically explored. Where jobs were not offered, the employers would be interviewed to find out why.

(3) A demonstration project might be undertaken to test the feasibility of providing information focused on youth who have already entered the full-time labor market and have a good possibility of being stranded in secondary jobs. The target groups will be economically disadvantaged 19- to 21-year-olds, with the information individualized to consider previous job experience and attained skills. Hopefully, this will make job change in the early years a more rational and equitable process and will also provide information about why certain youth are stranded in certain occupational areas.

(4) A "Second Chance" demonstration project would seek to work with dropouts from employment and training programs to determine whether nonpositive terminees can be helped by individualized treatment and future problems be avoided. This project would involve close linkages with the local CETA system to identify "failures" as rapidly as possible, perhaps with a crisis center established for immediate treatment. The project would not only suggest whether "failures" could be turned into "successes", but also would help determine the real reasons for nonpositive terminations and the ways employment and training programs could be improved to solve this problem.

(5) A job restructuring demonstration might test in a single location what proportion of jobs could be redesigned to employ youth, what employers could be coaxed into participating, how long these new jobs would continue in the demand mix, and how well youth would do who participated.

(6) A job search methods demonstration might test the relative effectiveness of methods which help youth find jobs vs. those which help youth help themselves in the labor market, such as the Job Factory approach. Relative costs and benefits will be determined.

1. Research and Evaluation

A range of basic research activities necessary to better understand youth employment problems was initiated in fiscal 1978. However, some further research is necessary on selected topics:

(1) The perceptions of employers relative to the hiring of economically disadvantaged youth need to be explored in a systematic way. A survey similar to that done in BLS Bulletin 1657 in 1970 should be carried out and the findings compared to earlier work.

(2) Through a series of research papers and a conference, the special needs of rural youth (including farmworkers and Indians) would be explored. This would be part of the knowledge development effort under migrant and Indian youth grants. It would be coordinated through the DOL rural task force.

(3) A structured set of research studies would focus on the relatively unutilized longitudinal study of 1972 high school graduates to determine why some "make it" and others do not. The data base has already been gathered and it is largely a question of synthesis and analysis which will be relatively inexpensive.

(4) A series of analytic papers would be commissioned to explore the knowledge development potential and realization under the Youth Employment and Demonstration Projects Act. These papers would be presented in a national conference in the Spring of 1979.

(5) Longitudinal studies tend to interview annually or biennially. What is uncertain is how disadvantaged youth spend their time day-to-day, where their income comes from and what it is spent for, to what extent they are involved in work activities as a percentage of time, how much they look for work and the like. An important study would be a daily or weekly

tracking of a large sample of disadvantaged and nondisadvantaged youth over a period of time. This might be done in several different ways. Foundations have expressed an interest in helping to fund and implement this project, and the different approaches might be accomplished using a variety of funding sources with the Office of Youth Programs providing the overall structure.

(6) A job search effort would use the youth to gather information about the labor market. After careful review of job possibilities, youth would be directed to specific interviews. They would report back on their perceptions and why they did or did not take the jobs. Interviews would follow up with employers to determine their perceptions. The aim would be to determine the barriers to employment as perceived within a realistic and ordered job search process.

(7) A knowledge development plan focusing on theoretical and basic research will be prepared by the Office of the Assistant Secretary for Policy, Evaluation and Research for a range of efforts. This will provide information on youth labor markets, developmental processes, the impacts of government programs and other important subjects.

(8) A process and impact evaluation of YACC would be undertaken in fiscal 1979 based on a design developed in fiscal 1978.

(9) Local knowledge development activities have been stressed. Based upon reviews of plans, end-of-year reports, regional advice and study reports, the prime sponsors with serious knowledge development efforts will be identified and through site visits and surveys, the results of their efforts will be assessed as well as the whole notion of locally initiated research, demonstration and evaluation activity.

(10) A comprehensive review of the literature and of program statistics will seek to determine the evidence of learning curve effects under new programs and demonstration projects. In the extensions of any fiscal 1978 projects, one of the research questions to be added will be the learning curve effects.

(11) A research project will carefully study the types of jobs youth fill in the private sector including the skill requirements, the potentials for advancement, the motivating possibilities and the like in order to learn more about the demand side of the equation.

4. YACC Demonstrations

a. YACC Enriched Demonstration

YACC emphasizes employment and provides little in the way of employability development services. It is important to test in the conservation setting whether enrichment through education, counseling and other services results in more positive outcomes. Enriched components would be added in a sample of residential camps and non-residential sites. The experience of participants in these sites would be compared to the experience of other enrollees. Regular YACC funds would be used for this purpose with YETP covering the evaluation.

b. YACC Transition Services Demonstration

A second demonstration would focus on transition services, i.e., the outstationing of ES personnel in YACC camps and sites, to provide career counseling and placement assistance to participants before they leave YACC. A followup study would be implemented to determine whether this makes a difference in the subsequent employment experience of corpsmembers. Again, YACC funds would cover the costs of the evaluation. It may be possible to link both these evaluations with the YACC overall impact study which is to be done in fiscal 1979.

Summer Program Demonstrations

Research evaluation and demonstration efforts under the 1978 SPEDY program should yield a much better understanding of the linkages with nonsummer youth programs, work characteristics, the impact of summer employment on the attitudes and awareness of participants, and the special problems of providing jobs in nontraditional employment and of dealing with handicapped youth and offenders. Building on this base, knowledge development efforts in fiscal 1979 must address the fundamental policy issues:

- What mix of education, services and work has the greatest impact on participants?
- Can procedures be developed to better identify and work with youth of high dropout potential?
- What administrative and organizational procedures can best achieve the aim of the program?
- What is the impact of SPEDY on the future employment prospects of economically disadvantaged youth?

1. The SPEDY regulations permit and encourage education, training, vocational exploration and work, but there is no guidance about the most appropriate mix. Under a demonstration program, SPEDY funds would be used to expand resources in areas participating in a study which compares work-oriented projects to those emphasizing work plus a heavy dose of services and education.

2. One of the fundamental aims of SPEDY is to induce a return to school. There is now no accurate record of school return after the summer or of subsequent retention. Likewise a few local programs have focused on the dropout prone as opposed to simply serving income eligibles.

a. A joint project between the Office of Education in the Department of Health, Education and Welfare and Office of Youth Programs in the Department of Labor would seek to determine the best methods of identifying the dropout prone and would test methods of serving them to determine whether rates of school return could be increased.

b. A demonstration will link SPEDY funds to Upward Bound programs in order to determine whether career focused and work supplemented Upward Bound programs can be more effective in motivating young persons.

3. There are certain administrative and organizational issues which need to be resolved through some structured demonstrations.

a. The first is whether job rotation is more beneficial to participants than work on a single site.

b. A second is whether project work has different impacts than dispersed worksites.

On these issues, a few demonstration projects are needed which randomly assign youth to the differently structured components and measure the relative outcomes. The projects could be locally designed with evaluation and monitoring built in.

4. As a motivational device and to promote vocational exploration, summer camps will be established by a consortium of labor unions with the lead work done by the NFL Players Association. Youth will be drawn from SPEDY to attend the camp for a week or two. They will be given a concentrated format of recreation, motivation training and vocational exploration. Sports figures will play a key role in the recreation. CSA recreation funds and union contributions will support the recreation components while SPEDY funds will support the vocational exploration and motivation components. The entire effort will be tested to determine its impacts on participants.

5. Impact Assessment of Summer Program

Finally, an economic impact evaluation of the summer program has not been carried out since the 1960's. It is important to reassess any program periodically. While the 1978 evaluation will suggest immediate impacts on aspirations, youth will not be followed up after they leave SPEDY. Hence, a careful, structured evaluation is needed in fiscal 1979.

Expanded Job Corps Efforts

There is a substantial Job Corps agenda of research, evaluation and demonstration activities for fiscal 1979 to assess and further develop the new approaches implemented as part of the expansion and to utilize the potential of Job Corps as a laboratory for studying the best ways for serving economically disadvantaged youth.

1. Evaluation of New Components

a. The advanced career training program for military careers will be started on a pilot basis in fiscal 1979. In order to fine tune this approach, a process study is needed from the outset which will assess participant perspectives, the quality of training relative to Armed Forces needs, administrative problems and the like.

The long-range impact of the program on participants will be judged by long-range followup designed by the Department of Defense using their enlistee tracking system. The impact study will be designed and developed in fiscal 1979. The immediate impact on recruiting for the Job Corps, performance in centers, and subsequent Armed Forces entry rates will be assessed by the Job Corps.

b. The advanced career training program in junior and community colleges must be comprehensively evaluated. In fiscal 1979, a pilot study will be completed assessing costs, the likelihood that enrolled youth would have benefited on their own, the effect on Job Corps recruitment, the reactions of enrollees in centers, the effectiveness of the counseling and selection system within Job Corps, the success of youth in the advanced component and the degree of vocational preparation. By the end of fiscal 1979, a sophisticated research design will be developed to assess training-related placement rates, the long-term impacts on enrollees and the success probabilities of various groups. This evaluation will be implemented in fiscal 1980.

c. The industry work experience program will be studied by following up a matched sample of youth who do and do not move on to an industry work experience component. There will be an independent study of the industry training center concept, but this will not be implemented until fiscal 1980 since this is a long-term treatment and it will be impossible to judge impacts at an early date.

d. The experiments with speciality centers and those run by community based organizations and prime sponsors will be assessed from regular performance data on a continuing basis. Periodic reports will be prepared by Job Corps national office.

2. Educational Improvement Effort--The Job Corps is one of the largest alternative education systems in our country. However, with emphasis on placement and vocational training, and with budget stringencies, educational offerings have been somewhat neglected in recent years. In 1974, a new mathematics instruction system was implemented. Some centers have introduced new programs. But there has been no comprehensive effort to assess or upgrade educational offerings. The potential of the Job Corps as a laboratory for testing alternative education approaches has not been realized. The EIE would consist of the following steps:

a. The reading program in the Job Corps will be revamped based upon assessments of available educational materials and approaches.

b. The characteristics of the educational program including teacher training, student/pupil ratios, materials developed at different centers, pay levels, gain rates, and enrollee perceptions will be determined in a comprehensive survey of education in Job Corps.

c. A study of computer-assisted learning and its potential for Job Corps will be completed.

d. Alternative educational enrichment approaches including those emphasing (1) new materials, (2) computer assisted education, (3) teacher motivation and training and (4) pupil motivation, will be implemented in alternative centers under a carefully designed experimental program to determine which is most cost-effective in improving Job Corps learning rates.

3. Vocational Improvement Effort

a. A pilot study of placement experience by occupation of training will be completed to determine the most successful training approaches and the relative success of centers. The least effective courses will be identified and either new materials and approaches developed or the courses dropped.

b. The content of vocational offerings in the Job Corps will be assessed to determine what is really being taught and learned.

c. Union sponsored training programs, which have high placement rates and placement wages as well as high costs, will be examined from a benefit-cost perspective.

d. New training components will be introduced in advanced automative training, heavy equipment operation, maritime skills, computer operations and customer relations, solar energy, petroleum industry skills, and paraprofessional skills for employment and training programs. The effectiveness of these components will be monitored and assessed.

e. The impact and effectiveness of various vocational exploration systems in use in Job Corps will be explored.

4. Performance Issues Assessments

Job Corps has one of the most sophisticated reporting systems of any employment and training program. This can be utilized to a much greater extent to assess various issues affecting Job Corps performance. Studies could be commissioned by experts or by doctoral students based on available data supplemented by interviews with corpsmembers and staff. The following subjects would be studied:

a. Characteristics of early dropouts and the reasons for early terminations.

b. Coeducational mixes and their effect on termination rates and subsequent labor market success.

c. Relative cost-effectiveness of large vs. small centers.

d. Effect of distance from home on success in the Job Corps.

e. Analysis of the placement system and its problems.

5. Economic Impact

The major evaluation of Job Corps' impact was completed in fiscal 1978 and was based on a followup of youth 6-9 months after they terminated. The control group may have been in the labor market over the period of corpsmember enrollment, giving them a head start, so that the relative status of corpsmembers might improve after the followup survey as they apply their skills and learning. On the other hand, evidence from 1960's studies suggested that the benefits of Job Corps deteriorated rather than increased. The duration of benefits is critically important in estimating cost effectiveness. If feasible, a 12-month and perhaps an 18-month followup will be added to the current assessment to determine economic impacts over time.

6. Corpsmember Surveys

Finally, CETA mandates that "the Secretary arrange for obtaining the opinions of participants about the strengths and weaknesses of the program...." In order to do so, research will be conducted to develop an attitudinal questionnaire to be administered to randomly selected corpsmembers periodically and/or included as an integral part of the regional and national office review function.

The instrument would be designed to establish corpsmember perceptions of the program, including academic curriculum, the adequacy of vocational skills training, the center's physical environment, staff attitudes, center rules and regulations, corpsmembers behavior, and their likes and dislikes of food served at the center. The survey should reveal needed programmatic changes as well as offering a basis for improving staff-corpsmember relationships.

Crosscutting Demonstration Activities

The YCCIP, YETP, Summer and Job Corps discretionary activities are designed to address similar issues from a variety of perspectives so that the results can be synthesized. The existence of an Office of Youth Programs with direction over all these efforts permits even greater coordination in order to address the question "How can youth programs be better integrated to improve administration and to provide more comprehensive services to youth?"

1. Integration of Youth Grants--Prime sponsors are now faced with a difficult operational challenge in preparing separate plans and keeping separate records for YETP, YCCIP, summer and CETA Title II youth activities. Consolidation makes sense on a demonstration basis. Demonstration projects will, therefore, be initiated in ten prime sponsor areas permitting coordination of all youth efforts locally under a single grant. Prime sponsors who have formed separate youth divisions with responsibility for all the components will be given priority. Planning for fiscal 1980 year-round programs will take place in the spring and summer of 1979 and will operate through fiscal 1980. In demonstration sites, waivers of regulations will be sought and additional planning monies will be provided. Likewise, allocations above current levels will be guaranteed with discretionary funds in order to permit careful advanced planning. Summer, YETP and YCCIP discretionary funds will all be set aside for this purpose and should amount to about 10 percent above the usual grants to the participating prime sponsors.

2. Year-round VEPS--For several years, HRDI and NAB have operated a successful vocational exploration program as a nationally funded component of SPEDY. In order to achieve greater continuity between this effort and in-school career employment experience, as well as to improve and maintain organizational arrangements, it has been proposed that a year-round VEPS be launched in several cities. Perhaps five prime sponsors would be selected for participation on a year-round basis, with careful tests of the impact of such a coordinated approach.

3. Job Corps Career Ladder Program -- Job Corps has an excellent record of placing its graduates in jobs. The earning gains are significant. However, only a minority move onto career tracks which will result in large-scale, long-term benefits. For this reason, an attempt has been made to introduce a number of advanced career training options. One approach is the "industry training center" notion, where corpsmembers would be recruited into training programs designed for specific jobs and developed with heavy participation by industry. The youth would remain Job Corps enrollees until entering an internship period after which permanent employment would follow. The internship would be financed by YETP discretionary funds while the Job Corps enrollment period would be covered by Job Corps funds. Initial arrangements have been made to train youth as computer customer engineers with the request that the private sector firm guarantee jobs which pay at least $10,000 annually for all completers. The aim is to test whether a continuum of training for more advanced jobs can be achieved. At the same time, an attempt will be made to use these arrangements to organize a consortium of computer companies to participate and to work with Private Industry Councils.

BALANCE AND FEASIBILITY

This knowledge development plan for fiscal 1979 must be judged not only in terms of its information yield, but also its administrative feasibility and the extent that it meets goals such as involvement of and coordination with other youth-serving agencies, and the utilization of community based groups of demonstrated effectiveness.

There is no question that this is an ambitious agenda of research, evaluation and demonstration activities. It makes full use of YEDPA, Job Corps and SPEDY discretionary authority. While almost all projects have an immediate payoff in terms of the employment and training of youth, they must be carefully structured so that they can meet learning objectives as well. This is only possible as a result of building on the base established in fiscal 1978 and using all available agencies as well as the full capacities of the CETA system and community based groups.

The array of projects enumerated is formidable. The efforts of fiscal 1978 will carry over into fiscal 1979, putting serious strain on delivery and assessment capacities since ongoing projects must be developed and monitored while new projects are being put into place. There will be pressures from groups which cannot be funded from other discretionary resources which are likely to be declining. Greater awareness of youth resources has led to increasing requests. It is important to maintain interagency linkages insofar as possible since this helps leverage resources, and achieves a more balanced perspective. Finally, it is important to get most of the projects underway early in the fiscal year if any useful results are to be provided for the formulation of policy in 1980 or soon thereafter.

The implementation strategy in the following table is outlined in terms of start-up dates, implementation mechanisms and funding levels. It is a tentative plan and there is no firm commitment to any specific project, approach, target date, or most critically, funding level. However, the record in fiscal 1978 suggests a fairly close adherence to the broad parameters of the knowledge development plan.

The most critical issue is whether this ambitious agenda is manageable. A review of the implementation strategy suggests that the use of the existing delivery base, reliance on interagency linkages, heavy use of prime sponsors' capacities and a head start during fiscal 1978 should allow for the achievement of most of this agenda. What cannot be prudently accomplished in fiscal 1979 will be postponed into fiscal 1980.

IMPLEMENTATION STRATEGY SUMMARY

This plan is tentative and does not represent a commitment of funding levels or specific delivery approaches. Other projects may be added and some subtracted. In Several cases, continuing costs may be deferred to fiscal 1980 subject to funding availability. The outlined projects total to the amounts projected in the President's 1979 budget request. If more resources are made available, obligations that would otherwise have been deferred will be funded in fiscal 1979 and the subsequent phase-down of demonstration projects will be on a slower schedule, increasing the knowledge development payoff.

PROJECT	IMPLEMENTATION TIMETABLE	DELIVERY MECHANISM	BUDGET	
Entitlement Projects	The extension of all sites through the 1979-1980 school year would occur during fiscal 1979 The model education projects will be selected and designed in the first half of the 1978-79 school year for implementation in the second half.	The projects will be in the already selected sites with research and demonstration assistance from the Manpower Demonstration Research Corporation.	Continue all projects through 1979-1980 school year.	$93.5M
			High Intensity Education Demonstration	7.0M
			Contingency and Research	*6.5M
			*These are estimates based on very early experience. The exact Totals are uncertain.	
Community Improvement				
1. Rural Housing Improvement	An interagency agreement, work plan and research design were developed in fiscal 1978. The resources will be transferred early in fiscal 1979 to CSA. Projects will be implemented beginning January 1979.	The Community Services Administration will be transferred funds to subcontract with rural CAA's and CDC's; FmHA will make loan and housing stock commitments.		$4.0M

2.	Public Housing Improvement	An interagency agreement, work plan and research design will be developed early in fiscal 1979. The resources will be transferred to HUD. Projects will be implemented before the second half of fiscal 1979.	The Department of Housing and Urban Development will administer the project under the auspices of an intra-agency task force established to handle the public housing upgrading strategy. Contracts will be signed with public housing authorities and tenant organizations in sample areas.	$10.0M
3.	HUD-CDC Demonstration	Successful CDC demonstrations will be continued for a phase-out period during fiscal 1979 with an emphasis on placement of participants	The Department of Housing and Urban Development will continue to administer this project with an amendment to the current interagency agreement.	5.8M
4.	Low-Head Hydro-electric Project	A planning grant was provided to the Wayne County prime sponsor in fiscal 1978. Dam improvement will begin in fiscal 1979. Hydroelectric work would be implemented in fiscal 1980 if feasible.	The Department of Energy would work with OYP in assessing hydroelectric potential and in arranging financing for equipment if the hydroelectric generating potential exists. The Wayne County and Detroit prime sponsors will jointly operate the project	1.1M
5.	Weatherization Improvement Project	An interagency agreement will be developed early in fiscal 1979. The grantee will be selected and work will start by late 1979.	The Department of Energy would take the lead through an interagency agreement with Department of Labor and the Community Services Administration. A single grantee would be selected. Department of Energy would contribute all weatherization funds needed. Community Services Administration would contribute capital. Office of Youth Programs would pay for wages and supervision.	1.0M

YETP Discretionary Activities

1. Continuation of projects developed in fiscal 1978. a. Private Sector Iniatives Demonstration	Research projects in each of the identified subject areas in the 1978 work plan will be funded when arrangements are approved by OYP and when a research plan has also been approved. The major initiative in fisal 1979 will be the wage subsidy experiments. There will be a special demonstration of the "Social Bonus" concept.	The Corporation for Public/Private Ventures will develop these projects and the research designs. It will also study many of the other private sector initiatives. This is simple a continuation of already agreed-upon arrangements.	$6.5M
b. Corporation for Youth Enterprises	The Corporation will be fully funded subject to review of performance relative to its implementation plan. Enterprises will begin early in fiscal 1979.	The Corporation for Youth Enterprises is jointly funded by CSA, Labor and OMBE. An interagency agreement outlines the separate responsibilities, with CSA taking the lead.	1.5M
c. National Logitudinal Survey	The first questionnaire developed in fiscal 1978 will be applied in January and February 1979. Results will be processed quickly. There will be a sizeable pretest available early in fiscal 1979 which may yield some generalizeable information.	The Ohio State University Research Foundation will continue the contracting for this project through its life.	2.0M
d. Continuous Longitudinal Manpower Survey	A small sample will be implemented for fiscal 1978 enrollees. A more fully developed questionnaire will be applied in fiscal 1979.	This will be added to the ongoing survey by Westat and U.S. Bureau of Census.	1.5M

e. Youth Service Experiment in Rural Areas	Planning would occur in the first half of fiscal 1979 for implementation of the National Youth Service approach in a rural area. Implementation would begin in the spring of 1979.	Administrative arrangements for this project have not yet been decided.	$2.0M
f. Work Education Council	Selected work education councils will continue to receive support. There will be a startup of a few new projects in rural areas.	The National Manpower Institute will provide national technical assistance	.7M
g. Education Entitlement Voucher Demonstration	Extensive conceptual design efforts were required in fiscal 1978. The implementation will presumably begin in mid-fiscal 1979.	Delivery agents and approaches have not yet been determined	5.0M
h. The Career Intern Program	Another grantee will be selected to operate a Career Intern Program following the OIC model. There will be a special emphasis on Spanish-speaking youth. The Philadelphia prototype will also be refunded.	These projects are delivered by community based and minority organizations	2.0M
i. Miscellaneous Projects	The projects in this category include Project Hope--an allied health training program--PUSH for Employment--a motivational and career education program for disadvantaged youth--and the Texas Association of Developing Colleges outreach effort.	Diverse arrangements were made in fiscal 1978 for the operation of these projects	1.0M

2. Exemplary In-School Incentive Grant	If possible, a competition will be undertaken in the first half of fiscal 1979 for projects that will be developed over the remainder of the school year and summer for implementation in the 1979-1980 school year.	As in the 1978 effort, grantees will be selected through a competition, with research and demonstration assistance provided by Youthwork, Inc. The OYP share will be matched by $2.0 M from OE.	$6.0M
3. Vocational Education/ CETA Linkage Incentive Grants	An interagency agreement will be developed and funds transferred to OE early in fiscal 1979. The grant competition will be in the Spring of 1979.	The Office of Education will administer these grants as part of the vocational education program. The OYP contribution will be matched by $4.0M from OE.	2.0M
4. Mixed Income Experiments	The broad design parameters have already been established. Prime sponsors will be selected to develop programs for funding in fiscal 1979 subject to approval of their research designs. There will be two in-school and two out-of-school experiments	Selected prime sponsors will develop proposals within broad parameters established by the Office of Youth Programs. Regular formula funds will be used to support disadvantaged participants.	4.0M
5. Juvenile Delinquency Treatment and Prevention Demonstration	The design will be worked out by November 1979 and funding will begin shortly.	The projects will be administered by a variety of offender treatment agencies including State agencies and community based organizations.	5.0M
6. Runaway Youth Demonstration	An interagency agreement, work plan and research strategy will by developed in early fiscal 1979. Funds will be transferred	The program would be administered by HEW's Division of Human Services under the terms of an interagency agreement with the Department of Labor.	2.5M
7. Career Ladder Program	A planning grant was provided in fiscal 1978. A funding decision will be made in November 1979.	A consortium will be developed with administration of the grant through an institution of higher education.	2.0M

8.	Private vs Public Employment Demonstrations	Prime sponsors and delivery agents will be selected in early fiscal 1979 to develop programs for funding in fiscal 1979 subject to approval of their research designs. There will be three projects.	Selected prime sponsors or community based groups will develop proposals within broad parameters established by the Office of Youth Programs. An attempt will be made to draw from PSIP target sites.	$6.0M
9.	Supported Work	Three sites will be selected. Planning funds will be provided for the design of projects with implementation early in 1979.	The Manpower Demonstration and Research Corporation will aid in the research aspects of this project through a modification of its existing contract with the Office of Policy, Evaluation and Research.	3.0M
10.	Limited Scale Demonstrations	Each of these projects will be developed in fiscal 1979 as resources become available.	Insofar as possible, these demonstrations would be designed and implemented by the Office of Policy, Evaluation and Research in the Employment and Training Administration.	3.0M
11.	Public Information Demonstration	This will be designed early in fiscal 1979 with implementation in the second half of the year.	Administrative arrangements have not yet been determined.	.5M
12.	Citizen Involvement In Job Placement	An interagency agreement and work plan will be developed early in fiscal 1979. The project will begin immediately.	ACTION will administer the overall project with a subgrant to a CBO.	2.0M
13.	Post-Secondary Institutional Involvement.	An interagency agreement and work plan will be developed with HEW early in fiscal 1979 with grants carried out in early calendar year 1979.	FIPSE will administer this grant effort through its regular channels.	1.0M

14. Research and Evaluation	The projects would be implemented as feasible in fiscal 1979. The Conferences will be planned early in fiscal 1979 so that they can have a timely impact.	Insofar as possible, the research activities would be handled through ASPER and OPER. The $.5M transferred to ASPER will be subject to the approval by OYP of a knowledge development plan by ASPER.	$2.0M
15. Technical Assistance	A detailed technical assistance plan will be developed for fiscal 1979.	These activities will be developed by OYP.	1.0M
YACC Demonstrations	The projects would be designed and sites selected in early fiscal 1979. The interagency research committee would handle the design phase.	The evaluation funded with YETP resources would be handled by OPER. The operational aspects would be handled by Agriculture and Interior in the enrichment demonstration, and the ES in the transition services demonstration. YACC funds would be used for this purpose.	2.0M
Summer Program Demonstrations			
1. Mixed Services Demonstration	Selected prime sponsors would be given planning monies early in fiscal 1979, and broad paramenters would be established by the Office of Youth Programs in conjunction, in the case of the dropout reduction demonstration, with the Office of Education. The project would be implemented in the summer of 1979. There would be 4 sites for the demonstrations. SPEDY discretionary resources will be used.	Selected prime sponsors would operate the project within agreed upon parameters.	2.5M

2. Dropout Prevention Model	Selected prime sponsors would be given planning monies early in fiscal 1979. OYP would work closely with OE in HEW.	Selected prime sponsors would operate the project within agreed upon parameters.	$2.5M
3. Upward Bound	OYP will develop an interagency agreement with OE. The program would be implemented in the Summer of 1979.	The Office of Education would administer the program.	2.0M
4. Design Alternatives Demonstrations	Four sites would be selected. SPEDY discretionary resources will be used. Selected prime sponsors would be given planning monies early in fiscal 1979.	Selected prime sponsors would operate the projects.	3.0M
5. Motivation and Enrichment Component	Design work would be completed in early fiscal 1979 for completion in the summer of 1979. An interagency agreement would be developed with CSA SPEDY and CSA recreation money would be used.	A consortium of unions headed by the NFL Players Association would operate the camps. The vocational exploration components would be handled under subcontracts.	1.5M
6. Evaluation of SPEDY	RFP's would be let in fiscal 1979 to have the evaluation in place for the summer program. SPEDY discretionary funds would be used.	OPER would handle this evaluation.	.5M
Job Corps			
1. Job Corps Evaluations of New Components	An ongoing evaluation of the Advanced Career Training Program In Junior Colleges will be initiated in-house during fiscal 1978 and continued in fiscal 1979. The other evaluations will be designed in fiscal 1979.	Insofar as possible, these evaluations will be completed in-house to save money.	

2. Education Improvement Effort	This will be designed and implemented in fiscal 1979.	Job Corps will be responsible for this effort.	$1.5M
3. Vocational Improvement Effort	This will be undertaken late in fiscal 1979.	Job Corps will be responsible for this effort.	.5M
4. Performance Assessments	An attempt will be made to initiate all these assessment projects in fiscal 1979.	These studies will be carried out through regional contracts, in-house analysis and the use of dissertation candidates. It may be necessary to commission an outside group--such as one of the manpower institutional grantees--to coordinate and structure these studies.	.1M
5. Long-Term Economic Impact	A decision will be made on another followup based on assessment of preliminary results.	If commissioned, this could be operated by OPER through a modification of its existing contractor. ($1M to be funded by OPER)	
6. Corpsmember Surveys	A survey instrument will be developed and tested in the first half of fiscal 1979. It will be implemented quarterly if it proves worthwhile.	Work will be carried out by Job Corps staff.	

Cross-Cutting Demonstrations

1. Integration of Youth Grants	Plans will be developed jointly with a group of prime sponsors and public interest group representatives early in fiscal 1979 to be implemented in the fiscal 1980 planning cycle. Funds from YCCIP, YETP and summer discretionary funds will be used to cover the demonstrations.	The prime sponsors will operate this plan. There will be an evaluation design across all plans.	SPEDY YETP YCCIP	$1.0M 1.0M .5M
2. Year-round VEP's	The demonstration would take place in five locations.	HRDI & NAB would direct this program under a national contract.	YETP SPEDY	1.5M 4.5M
3. Career Ladder Program	This was designed in fiscal 1978 and will be implemented, if approved, in fiscal 1979.	Private industry would operate this program under contract with Job Corps. ($2.0M fiscal 1978 and $2.0M fiscal 1979).	YETP Job Corps	1.0M 1.0M

The Community Improvement demonstrations will be administered through interagency agreements. The agreements and contracts have been developed and negotiated in fiscal 1978 for signing early in fiscal 1979. There will be no new competition for Entitlement projects and the existing research and demonstration agent will be utilized, minimizing the demands of the program, which were extensive in fiscal 1978. The enriched education components will be established as feasible in fiscal 1979, with impact analysis beginning in fiscal 1980.

The YACC enrichment component will be developed through an amendment to the existing DOL-Agriculture-Interior interagency agreement. Likewise, the YACC transition service demonstration would be largely worked out between the Employment Service, the Office of Youth Programs and Agriculture and Interior.

Under YETP, the projects already contained in the fiscal 1978 plan will require little new development. Administrative burdens will be greatest for the educational voucher experiment but this demonstration is not scheduled to begin until the second half of fiscal 1979. For the new 1979 projects, existing agents will be used so far as possible. Private sector initiatives such as the career ladder demonstration will be developed in fiscal 1978 and studied under the overall private sector initiative umbrella. The exemplary in-school grants will be operated in the same way as the 1978 program, but with even more time for the competition and selection. The procedures which have been established should make this a much less difficult process. CETA prime sponsors will play an important role in the mixed income and private vs. public sector employment demonstrations as they did in the mixed services approaches in fiscal 1978, designing discretionary projects under certain broad parameters. The runaway youth and post-secondary institution involvement demonstrations will be run by HEW. Research and demonstration projects will be handled insofar as possible by OPER and ASPER within the Department of Labor. The Job Corps agenda involves mostly in-house studies, or amendments to existing contracts. An attempt will be made to find an "umbrella agent" for the more specific research projects. The SPEDY demonstrations will, again, be developed by prime sponsors under general parameters established by the Office of Youth Programs.

In many of these programs, substantial developmental work has been completed in fiscal 1978 so that contracting and interagency transfers will occur early in fiscal 1979 and the projects can operate through a substantial portion of the year. The outlays/obligation ratio for fiscal 1979 discretionary projects will assuredly improve over the fiscal 1978 rate.

Another critical issue is the balance of this knowledge development agenda in terms of the likely delivery agents. If lessons are to be integrated into ongoing CETA programs, prime sponsors must have a major role. Interagency approaches are most important where agencies other than the Department of Labor have major authority. YEDPA specifically mandates special consideration for community based groups. Finally, complicated research and demonstration approaches require rigorous analysis, a high level of technical expertise and neutrality about the outcome, suggesting the need for monitoring by analytical offices or intermediary groups.

CETA prime sponsors will have an important design role in the mixed income experiments, supported work, the private vs. public employment demonstrations, and the summer program demonstrations, particularly the year-round approach. Procedures were developed in fiscal 1978 so that all discretionary activities in prime sponsor areas would be integrated into local planning; where possible, projects would actively be administered through the sponsor even if the delivery agent were a community based group. For instance, under the exemplary in-school grants program, proposals may be initiated by any local education agency but they must be assessed and screened by the prime sponsor, and the contracting is done with the prime sponsor.

Interagency linkages are particularly important in the public and rural housing community improvement demonstrations as well as the juvenile justice and runaway youth models. The post secondary institution in which demonstrations will be operated by FIPSE in HEW. The YACC interagency approach is required by law. HEW/DOL linkages are important where educational enrichment is being undertaken.

There is a reduced emphasis on intermediary organizations other than following through on projects initiated in fiscal 1978. The private sector research and demonstration agenda will be carried through in fiscal 1979. There will be another smaller round of exemplary in-school incentive grants, again with the assistance of the nonprofit intermediary. The youth entrepreneurship group will begin operations and the Manpower Demonstration Research Corporation will continue its role in Entitlement. The share of discretionary activity operated through these groups will, however, decline compared to fiscal 1978 as emphasis is shifted from pure research and demonstration to more operationally-oriented issues.

There will be an extensive role for community based groups in these discretionary activities. The ultimate delivery agents in many of the projects are community based groups. CAA's and CDC's are the deliverers under the rural housing and HUD-CDC demonstrations. Tenant organizations will be involved under the public housing demonstrations. Many of the in-school grant deliverers will be, as in fiscal 1978, community based groups. Half of the projects in the Juvenile Delinquency Treatment and Prevention Demonstration will be developed by CBO's, while most of the grantees under the remaining youth projects will be locally based. Every effort will be made to utilize CBO's wherever possible in the limited scale demonstrations as well as in research activities.

Undertaking and realizing this challenging multi-faceted agenda will require a continuing commitment to knowledge development objectives. This must include provision for timely contracting, and for careful monitoring. There is no doubt that the effort will strain the delivery capacity of the Employment and Training Administration and the CETA system. However, with decreasing priority on the public service employment expansion and with an overall commitment to addressing the youth employment problem, needed resources can be made available. It is important to recognize that this will be a commitment for fiscal 1979, with the anticipation that in fiscal 1980, phaseout operations will begin and the focus would shift to synthesizing, replicating and applying what has been learned rather than initiating additional projects other than those mentioned in this plan which cannot be feasibly monitored in fiscal 1979.

THE KNOWLEDGE DEVELOPMENT PAYOFF

While the demonstration activities should justify themselves in terms of the employment and training services they provide to youth most in need, the institutional changes and the targetting they achieve, the purpose of structuring these activities so carefully and implementing them so deliberately has been to learn as much as possible about the youth employment problem and how it can most effectively be alleviated. The most crucial issues for this knowledge development plan are therefore, what will be learned and when. Three of the four major YEDPA programs---YETP, YCCIP and YIEPP--are authorized only through fiscal 1980. It is anticipated that by that time, many of the critical issues underlying youth policy will be resolved to a greater degree so that major decisions can be made. For recommendations to be formulated and legislation passed by the end of fiscal 1980, these must be based on results which will be available at the latest by the fall of 1979.

The preceding schedule for the implementation of 1979 discretionary activities makes it quite apparent that there will only be limited information from these projects by this time. Even on a rapid implementation schedule, most will not complete a design and contracting until the end of the first quarter of fiscal 1979. The results of the first half year's operations can hardly be tabulated and analyzed by the end of 1979 and only interim process findings will be available reflecting mainly the start-up difficulties. Most of the information yield for the end-of-1979 decisions will have to come from projects implemented in fiscal 1978. Here, too, the findings are limited to early results and developments rather than long-term impacts.

Obviously, "knowledge development" and resulting policy formulation must be a continuing process. The knowledge development payoff of research, evaluation and demonstration activities launched in fiscal 1978 and 1979 will continue for years into the future. Decisions cannot always wait, however, and it is critical to determine what will be available within different time horizons. The following analysis seeks to determine for each key issue the information which will be available from the range of fiscal 1978 and 1979 knowledge development activities at each of three dates:

(1) Available by December 1978 for submission in a March 1979 report to Congress.

(2) Available by December 1979 for submission in March 1980 report to Congress and for use in policy deliberations concerning legislation past fiscal 1980.

(3) Available sometime after December 1979.

A Matrix of Issues, Information Sources

Issue 1. The impacts of employment and training services on school retention and completion--

Time Period 1.

a. The Entitlement program data will yield some indication of the return-to-school rate and the immediate dropout reduction impact of the program. This, however, will reflect the impacts of operations after one semester and one summer. It will be based on school data rather than survey data which will yield more accurate net impact measures. It will not reflect planned 1979 imprints in alternative education programs.

b. The funded reviews of previous studies will indicate the impacts of past programs on school retention and completion.

c. The preliminary evaluation of the Job Corps ACT program in junior and community colleges should indicate whether the economically and educationally disadvantaged youths who enter Job Corps can effectively participate in post-secondary education. This will, however, reflect only 9 months of experience in the program.

d. The quality of academic credit for work experience has a direct impact on school completion to the extent it fulfills graduation requirements. The process evaluations of YETP and YCCIP will yield some early indications of the prevalence of academic credit arrangements. Review of plans for fiscal 1979, will indicate the number of youth for whom arrangements are anticipated. The background papers from the Exemplary In-School grants in this academic credit subject area will indicate different approaches and the applications will suggest the state of the art.

Time Period 2.

a. A full 18 months of operations of the Entitlement sites can be assessed. There should be a much better fix on how many youth return to school or stay in school as a result of job guarantees. However, the follow-up survey of Entitlement areas cannot be completed in time to get precise estimates of net impact. The same rough and ready techniques will be used as in the previous year, but the impact of the programs should be more noticeable.

b. The CLMS follow-up will yield data on the numbers and characteristics of student-participants who complete or drop out. Analysis of this data may provide some insight into the interaction between programs and outcomes.

c. The Exemplary In-School Grant competition in the subject area "Retention of the long-term dropout" will yield indications of the state of the art and the research papers related to the effort should give an indication of the dimensions of dropout problems and what we know about solving them.

d. The Job Corps Education Improvement Effort background study should provide data on the reasons for dropping out of regular schools and the factors behind GED completion in Job Corps.

e. Preliminary Career Intern Program results should indicate whether the replicated projects are having the same completion rates as the original CIP model in Philadelphia. Since this was so carefully studied, simulations should be possible.

f. The process study of the In-School Apprenticeship Initiatives should indicate the completion and return to school-rate of youths who participate in this program, again by rough and ready measures.

g. Many prime sponsor knowledge development agendas called for tests of this question. Surveys of the results should give some indication of their experience.

h. The results of the exemplary-in-school grant in the academic credit subject area will suggest whether credit for work experience can make a meaningful contribution to school completion. The process evaluations of YETP & YCCIP should indicate how many youths have received academic credit.

Time Period 3.

a. Research for the Entitlement program is designed to determine the impacts on school retention and completion, as well as the long-term impacts of retention and completion on future employability. The impacts on dropout return after one and one-half years of operation, should be available early in 1980. It will take several years to determine the effects of multi-year entitlements. However, as far as is possible through a large scale structured demonstration, the question should be answered. Moreover, the results of the educationally enriched entitlement experiment should indicate whether extra investments in education in addition to the job guarantee pay off in terms of increased school return by dropouts as well as retention and completions.

b. The SPEDY demonstrations with work vs. services emphases and with special efforts for the dropout prone, as well as the rigorous impact assessment of SPEDY, should indicate whether summer employment does have or can have a significant impact on return to school rates.

c. The Career Intern Program assessment should provide indications whether this alternate education approach emphasizing employability development increases retention and completion to the same extent as the CIP prototype.

d. A comprehensive evaluation of the Job Corps junior college program will indicate the ability of Job Corps to participate in advanced education. The Educational Improvement Effort will determine the best alternate means to promote educational gains and hence GED completion among less advanced corpsmembers.

e. The CLMS follow-ups will provide a wealth of information about the effects of different types of interventions on the school completion rates of different types of youths.

f. Over the long-run, the National Longitudinal survey, with a format developed specifically to address the problems of economically disadvantaged youth and to determine the impacts of program interventions, will be able to yield a good picture of all the factors related to school completion, particularly the effect of employment and training services.

g. The results of the exemplary in-school grants for dropouts should indicate whether completion rates can be improved and whether more youth can be attracted back into schools.

h. The incentive grants for post-secondary institutions have the aim of providing economically disadvantaged participants in youth programs the opportunity to complete remedial education and to go on to junior and community college. The results which will be largely demonstrations of the feasibility vs. alternatives, will be available by 1980.

i. The education entitlement voucher experiment will over several years indicate whether the GI bill entitlement will encourage increased participation by economically disadvantaged youth in post-secondary education.

Issue 2. The School-to-work transition process and ways it can be improved--

Time Period 1.

a. A preliminary evaluation of work-education councils will shed some light on the effectiveness of these institutions.

b. The background papers for the exemplary-in-school grant focusing on occupational information and counselling will suggest what we know about this subject and the state of the arts. The competition will help identify model programs which may be effective in achieving school to work transition.

c. All other information available at this time will deal with progress in implementing demonstration programs such as the school-to-work transition demonstration.

Time Period 2.

a. The initial CLMS follow-up will provide information on the programmatic and personal factors associated with successful transition from school into the labor market, although most of the early results will be heavily weighted by start-up phases of the programs as well as by the results for early terminees.

b. The results of the 6-month follow-up of participants in the school-to-work transition demonstration should yield a reasonable picture of the effectiveness of alternative approaches, although the results may not be fully available until March 1980.

   The entry/exit measures will certainly be available and should indicate the effectiveness of different approaches and delivery agents for in-school transition services.

c. The knowledge development activities associated with the exemplary in-school grants for occupational information and private sector involvement should yield assessments concerning in-program benefits as well as limited follow-up. The results will suggest what approaches leave youth better prepared for and with better entree into the world of work. This will be a demonstration of the feasibility of alternatives more than a rigorous empirical test.

d. The preliminary findings of the survey of occupational information presentation at the secondary level funded through NOICC should be available by this time to indicate what is provided to secondary students.

e. The early results of the citizen involvement demonstration should suggest whether volunteers can aid youth in the transition process.

f. The viability of work education councils without national office support will be determined in the short-run, as well as the number of such institutions developed by CETA prime sponsors.

g. A process evaluation of the in-school apprenticeship initiatives will indicate by this time the major efforts of the first round of projects in moving youths into apprenticeship positions from school.

Time Period 3.

a. The Entitlement program will yield a great deal of evidence about the school-to-work transition process of participants. This will suggest whether guaranteed employment during the school years and greater education ease the transition, and the types of youth for which the impacts are greatest.

b. The National Longitudinal Survey will yield voluminous information about the transition process. Preliminary conclusions can be drawn once the first two years of interviews are completed so that transition problems can be assessed. Particularly important will be an improved picture of how program participation occurs for individuals over this transition period, since little is known about multiple interventions.

c. The CLMS will provide a good deal of information about the characteristics of participants and programs which lead to future success. It will help determine whether the Career Employment Experiences offered under YETP have any different impact than traditional in-school programs.

d. Evaluations of the in-school apprenticeship initiative will indicate the viability of this approach in easing the school to work transition.

e. The exemplary in-school grants program, particularly its focus areas related to occupational information, private sector involvement, and new forms of career induction, will yield impact information as well as research on the state-of-the art, model programs and how-to-do-it guides.

f. The experiments with saturation occupational information and with alternative forms of occupational information will indicate the actual and potential impacts of better information on easing the transition process.

g. The Vocational Education/CETA Linkage grants, the SPEDY-Upward Bound Demonstration, and the Incentive grants for the Involvement of Post Secondary Institution will demonstrate ways in which the barriers between the education and employment and training systems can be bridged.

Issue 3. The productivity and meaningfulness of work experience and how they can be improved --

Time Period 1.

a. On-site assessments will consider supervision, worksite discipline, hours and characteristics of work. The purpose is to provide more information about what actually is going on, particulary the incidence of unsupervised or unstructured work environments. Assessment will be included in the YETP and YCCIP process studies, in-house site evaluations of year round and summer programs, as well as the special analyses of worksites for year-round and summer programs.

b. Work evaluation methodologies will be developed and applied in a sample of YETP, YCCIP and YACC sites. Preliminary results will be available for estimating supply price values. Additionally, Agriculture and Interior will report their estimates of the value of work output under YACC.

c. Model work programs and components will be identified, including an assessment of union sponsored programs. An extensive catalogue of alternative work settings for youth will be developed.

Time Period 2.

a. Evaluations of the Ventures in Community Improvement and the HUD-CDC demonstration projects will permit comparisons between these and regular community improvement project worksites. An attempt will be made in all these cases to assess the value of output.

b. The Entitlement research includes estimates of the value of output from the in-school and summer jobs. The process evaluation will indicate the types of work being done and will permit comparisons between private sector and public sector jobs in terms of skill levels, occupational areas and the like.

c. The work valuation of YETP, YCCIP and YACC should be completed and a methodology developed for prime sponsor usage in making rough and ready assessments of productivity,

d. Assessment of the outcomes for severely disadvantaged youthful participants in existing supported work projects will yield some indication whether the special arrangements produced noticeable benefits relative to other work experience approaches.

Time Period 3.

a. The National Longitudinal Survey will clarify the relationship between employment in the transition period and future employability; specifically, with its focus on economically disadvantaged youth and program participation, it should be possible to tell whether work experience slots are as useful as other forms of employment.

b. The entry/exit and follow-up results of the private sector/public sector demonstration should indicate whether or in what ways randomly assigned youth benefit more from private then public sector jobs.

c. The summer evaluation and demonstrations will indicate the type of jobs which have the greatest impact on youth, as well as testing job rotation and dispersed vs. project assignments.

d. The follow-up impacts of the Ventures in Community Improvement Project compared with traditional community improvement approaches will indicate whether it is worth the investment and extra costs to seek to establish all the linkages and extra supervision in the model.

e. The supported work experiment will be assessed relative to a sample of conventional work experience projects. This will provide another indication whether specially structured jobs with supportive arrangements will have a commensurate impact on future employability.

f. The long-term comparative effects of private vs. public sector employment under Entitlement can be determined from the data which will be collected. Earlier, there will be evidence of the impacts on completion rates, job retention and the like.

g. The job restructuring experiment and the private sector initiatives will suggest the viability of new jobs which can be created, developed or restructured.

h. The Public Housing Demonstration will suggest whether youth are better assigned in teams or integrated with adult work crews, as well as the types of work they can most effectively perform in the public housing setting.

Issue 4. The relative benefits of "sweat" vs "service" approaches -- the first emphasizing work experience and the latter human resource development --

Time Period 1.

a. The process evaluations of YETP, Entitlement, YCCIP, YACC will suggest the degree that the programs represent, on the average, different approaches. In general legislative direction, YETP and Entitlement encourage job enrichment and in school treatments while YCCIP and YACC emphasize hard work and treatment mostly outside the school setting. If judgments are to later be made by comparing the results of these programs, the degree of difference in practice must be determined.

b. The impacts of national VEPs, local VEPs and traditional SPEDY can be compared based upon entry and exit tests for participants. This will indicate whether "enriched" work experience has a more positive impact than "regular" work experience during the summer.

Time Period 2.

a. The early entry/exit impacts of the Service Mix Alternatives Demonstration will be available suggesting the differential effects of work vs. work plus services vs. service programs for randomly assigned economically disadvantaged youth. The follow-ups will not, however be ready, to assess effects on future employability.

b. The entry-exit results of the SPEDY enriched demonstration should be available suggesting whether youth who participate in a significant service component along with work have different changes than those concentrating on work alone.

c. CLMS data for the first wave follow-up of YCCIP and YETP participants may permit comparisons of the two approaches for similar types of youth. The differences are significant to the extent that more services are emphasized for these youth under YETP than YCCIP.

Time Period 3.

a. The follow-up results of the Service Mix Alternatives Demonstration should yield a good picture of the comparative benefits and costs of alternative approaches for serving economically disadvantaged out-of-school youth, i.e. whether enrichment pays off.

b. The Juvenile Delinquency Demonstration results will suggest whether work, service, or a combination of work and service approaches will have a greater impact on trouble-prone youth, both in terms of increasing employability and reducing criminal involvement.

c. The Public Housing Demonstration will be part of a broader anti-crime program in public housing. LEAA money will be used for service opportunities which employ youth as well as for hardware investments in projects. The result should be some general indications about the best ways to reduce crime.

d. The enriched YACC program results can be compared to the regular program through the impact evaluation to determine whether there is a differential impact to justify the added costs.

e. The results from educationally enriched Entitlement sites can be compared with regular sites to determine whether like youth benefit in the long term from the extra education and supportive services.

Issue 5. Testing Alternative delivery mechanisms and approaches -- (The private sector initiatives and the program integration efforts discussed subsequently are also tests of alternative approaches).

Time Period 1.

a. Process evaluations of the alternative Community Improvement discretionary approaches -- the HUD-CDC Demonstration, VICI and the Railroad Project -- will suggest the success of different agents and approaches in the start-up phases. The results will be more descriptive and classificatory then analytical because the experience will still be limited.

b. The school-to-work transition process evaluations will yield evidence of success of the different deliverers in instituting their programs.

c. The process evaluation of YETP and YCCIP will seek to determine whether there are differences in the types of youth served and the characteristics between projects operated by CBO's and those operated by public agencies.

d. The effectiveness of nonprofit intermediaries in aiding demonstration activity will be constantly monitored. By December 1978, it should be possible to report on the success of this approach as contrasted to conventional governmental procedures in mounting demonstration activities.

e. The process evaluations and end-of-year reports will indicate the types of knowledge development activities being carried out at the local level under prime sponsors' authority. This will help in assessing the effectiveness of this approach to nationally designed and implemented demonstrations.

f. The Entitlement program with its job guarantee and year-round treatment approach is, itself, a test of an alternative approach. The feasibility of creating enough meaningful jobs to employ large number of youths in entitlement areas, and to handle the massive start-up problems, will be determined by the end of 1978.

Time Period 2.

a. The school-to-work transition services demonstration should yield a good picture of the comparative effectiveness of different deliverers and approaches, at least as measured by costs, service mixes and entry/exit impacts.

b. Job Corps tracking of participants in the ACT junior college program will indicate whether this is an effective supplement to existing operations. Likewise, assessment of the performances of centers operated by CBO's, Indian groups, prime sponsors and minority firms will indicate their comparative performance in the start-up phase of center operations. The cost effectiveness of union operated training programs within Job Corps will also be assessed.

c. The short-term impacts of the alternative community improvement approaches should be determinable, particularly costs, productivity, dropout rates and in-program changes. The follow-up results will be available in only a limited number of cases.

d. The impacts of Entitlement on local economies, the feasibility of the idea, the costs and innovative approaches will be demonstrated by December 1979.

e. The effectiveness of nonprofit intermediaries will be better understood, particularly their ability to serve the umbrella function of integrating disparate activities within broad subject areas.

f. By the end of the period, it should be possible to determine the output of prime sponsors' knowledge development efforts as well as their effectiveness in developing nationally designed projects in which prime sponsors were given a lead role. It should be possible to determine the types of research, evaluation and demonstration activities prime sponsors are able to deliver.

g. The CIP experience will suggest the effectiveness of the alternative education approach and whether it can be replicated. The results will be mainly focused on operational effectiveness.

h. The Job Corps Educational Improvement Effort will yield some early evidence about the impacts of different approaches on educational gain rates, dropout rates, and attitudes toward an education.

Time Period 3.

a. The results of the Educational Voucher experiment will suggest whether this is an effective way to enrich and follow through on work experience programs.

b. Over the long-run, the effectiveness of alternative schools will be tested. The inclusion of deliverers other than OIC in CIP will indicate whether deliverers can also be varied. There will be an attempt to compare these nationally supported efforts with those developed locally under YETP.

c. The Citizen Participation demonstration will be compared with regular placement services and with the job search skills approach in order to determine the best way to secure jobs for youths.

d. There can be comprehensive evaluations of the relative effectiveness of prime sponsors in knowledge development activities, of nonprofit intermediaries in research and of prime sponsor, CBOs and Indian groups in managing Job Corps centers.

e. The effectiveness of the military, junior college, industry work experience and other new program options in the Job Corps can be assessed relative to the cost-effectiveness of regular operations.

f. The various community improvement approaches and delivery agents used under the railraod projects, public housing based effects, direct federal - CDC neighborhood improvements, the rural aged/ youth project and the low-head dam effort will be compared in terms of costs, feasibility and impacts on enrollees and the communities.

g. The Job Corps Educational Improvement Effort will determine the longer-term impacts of different education approaches on education gains and future employability.

h. Comparisons between urban and rural community youth service experiments will aid in determining whether different approaches are necessitated by differing conditions in rural areas.

i. A variety of entrepreneurship approaches will be tested ranging from the large scale Corporation for Youth Enterprises to smaller Projects under the Private Sector Initiatives as well as other school-based projects under the Exemplary In-School Grant program. The effectiveness of the overall concept, as well as the alternative approaches and the feasibility of different business ventures will be tested.

Issue 6. Longer term benefits to employment and training programs for youth -

Time Period 1.

a. A comprehensive evaluation of Job Corps based upon a 6-month follow-up of participants will yield a good picture of the success of participants and the important factors.

b. The theoretical studies concerning long-term follow-up and choice of control groups will be assessed in the papers presented in the Conference on Employment Statistics and Youth.

Time Period 2.

The impact measures for in-program benefits in the different demonstrations will be compared to the follow-up results to determine whether there is a correlation and to make a validity check on the projection of long-term effects by short-term impacts.

Time Period 3.

a. The NLS will have a variety of questions about program participation -- much more detailed than the previous National Longitudinal survey. It will also be focused on economically disadvantaged youth so that a large population will be participants. This should yield as good information as is possible about the impact of government interventions.

b. The relatively untapped data from the survey of the class of 1972 will be examined to determine whether in-school activities, including participation in employment and training programs, have made a difference over the longer run. This will yield a four-year follow-up.

c. The CLMS will have a 12-month follow-up of youth who participate in YETP and YCCIP. The questionnaire is being expanded to yield more information about participants and their attitudes. It should be possible from this data to time the motivation process and the correlation between changes in attitudes and behavior and the outcomes.

d. The Entitlement cohort will be followed for an extended period if feasible to determine the long-range impacts of job guarantees and increased school completion.

Issue 7. Performance measures and participant characteristics i.e. how to measure impacts and how to identify different subgroups --

Time Period 1.

a. Attempts will be made to standardize some questions on the CLMS and the NLS, as well as in the survey instruments used in other demonstrations, so that in the future the findings can be integrated.

b. A survey of noneconomics impact measures has been completed and applied to Job Corps.

c. The CLMS has been supplemented to provide increased characteristic information as well as more refined impact information.

d. The pre-test of the NLS questionnaire will be examined to determine significant differences between subgroups which need to be further explored.

Time Period 2.

a. Simple measures of dropout likelihood will be developed for the SPEDY dropout prevention demonstration. They will be applied to assess results.

b. The Job Corps EIE will seek to identify potential early terminees in order to give them extra assistance. A matrix will be developed for predicting success in Job Corps.

c. A range of alternate measures will be developed and tested which can be used by prime sponsors in assessing local youth program performance. The purpose will be to simplify the tests which already exist.

d. The CLMS will yield evidence about the characteristics of youth who succeed and who do not. Most of the information in this period will be early termination findings.

e. A simplified tool for valuing the supply price of work output will be developed for prime sponsor use.

Time Period 3.

a. A set of simple potential impact measurement tools will be recommended for prime sponsors for the regular programs. Technical assistance materials will be developed for more sophisticated local knowledge development efforts.

b. The NLS will help isolate the factors contributing to successful employability development.

c. It will be determined in the case of Job Corps and SPEDY whether special preventative efforts pay off for eligible youth spotted as having particular problems.

Issue 8. Costs and potentials of fully employing youth --

Time Period 1.

a. The early Entitlement progress can be compared with universe of need levels estimated in the Entitlement applications, as well as with previous program funding levels in the designated areas, to get a preliminary indication of the expansion which is possible for in-school programs. This total must be considered a minimum because it is likely that the utilization rate of the grantee will increase with time.

b. The results of the Conference on Employment Statistics and Youth assess from a theoretical perspective the issues raised in measuring unemployment and estimating the universe of need for programs.

c. A theoretical analysis based on gross-flow data will estimate employment impacts. The parameters in the simulation model will be more exactly specified as program experience increases.

Time Period 2.

a. The data system for all ETA programs will be carefully examined to determine double-counting interprogram transfers, and actual expenditures and service years for youth. This information is essential in estimating present impacts as well as likely future impacts. Evidence indicates that estimates based on participants comments grossly overstate the level of services for youth.

b. Available data for fiscal 1977 and 1978 will be used to examine the substitution issue to determine whether youth are continuing to be served under other segments of CETA.

c. The Entitlement program experience will be assessed to suggest the number of jobs needed to guarantee employment and the estimated costs. The data by the end of the period should be accurate enough to make fairly detailed estimates.

d. The combination of Entitlement and Youth Community Service in Syracuse, N.Y., should indicate the effects of guaranteeing jobs for both in-school and out-of-school youth.

Time Period 3.

a. Once the Entitlement experiment has run its course, there should be a very accurate estimate of the uptake rate over time and the impacts on local labor markets, i.e., whether the job guarantee approach is a feasible policy option.

b. The Youth Community Service in rural areas will suggest the feasibility of the same concept in an area where there is not a developed social infrastructure.

c. The public housing demonstration will test the job guarantee concept within specific housing projects in order to determine how much youth really want to work.

d. The job search demonstration should help to determine the reasons youth accept or do not accept jobs, and will help distinguish between frictional and structural unemployment.

Issue 9. Private sector involvement and impacts --

Time Period 1.

a. Concept papers, research designs and initial contracting will be developed for a coordinated set of tests of various private sector initiatives. There will be no results in this period although the background papers will be available.

b. The participation levels of private sector employers in the Entitlement program where full wage reimbursement is allowable will be assessed including characteristics of jobs.

c. The summer VEP's program--both national and locally directed components--will be tested relative to SPEDY in order to determine whether there are significant impacts justifying the costs of working with the private sector.

d. Labor union operated programs, particularly those under YCCIP, will be evaluated to determine the impacts on youth and to develop program models.

Time Period 2.

a. The survey of employer attitudes towards youth should be completed to determine impediments to employment in the private sector and how they have changed.

b. There will be more experience with Entitlement participants who are in both private sector and public sector jobs. Dropout rates, job changing and other impacts can be examined.

c. The effectiveness of Private Industry Councils in serving youth will be monitored.

d. The process evaluation of the first-round in-school apprenticeship program should be completed.

e. Under the exemplary in-school grant program, there will be a developed concept paper on private sector involvement with schools and education. The preliminary results of the incentive grants can be assessed, particularly the in-program benefits.

Time Period 3.

a. There will be structured assessments of (1) alternative types of pre-employment services leading to private sector employment, (2) entrepreneurship approaches, (3) job restructuring, (4) the reduction of transactional cost and risks, and (5) wage subsidy alternatives, under the private sector initiatives demonstration. The social bonus concept is among the wage subsidy notions to be tested.

b. Under the exemplary in-school grant program, both youth entrepreneurship and private sector involvement will be tested. For each there will be a set of demonstration projects with shared evaluation designs.

c. The Entitlement program results will yield evidence on what happened over the long-run to youth employed in the public and private sectors.

d. The public sector/private sector demonstration will indicate whether randomly assigned youth do much better in the private sector according to entry/exit tests and short duration followups.

e. The Corporation for Youth Enterprise will test the concept of entrepreneurship where there is substantial funding and technical assistance for large scale enterprises. The results of the in-school youth involvement demonstration will be fully assessed to determine the validity of this approach on a smaller scale.

f. The Public Information Demonstration will test whether youth employment can be stimulated by providing better information and seeking to market youth and youth programs. In particular, the usage of tax credits in demonstration sites can be explored.

g. The job restructuring demonstration will provide another perspective on the question of the potential impact of job redesign on the total number of jobs for youth in any given labor market.

Issue 10. Enrollment mix in employment and training programs --

Time Period 1.

a. Targeting under the four YEDPA programs will be carefully assessed in the process evaluations of these programs.

b. End-of-year reports on mixed income experiments developed by prime sponsors will yield some early indications whether disadvantaged youth benefit from participation alongside the non-disadvantaged.

Time Period 2.

a. A comprehensive evaluation of local mixed income experiments will yield a more accurate fix on those which are actually of a scale to provide dependable policy conclusions.

b. The impact of the ACT junior and community college program on center operations in terms of its draw on the leadership cohort will be assessed. It will also assess whether economically disadvantaged Job Corps participants can "make it" in the college setting.

c. Job Corps evaluations of outcome based on racial, demographic and other factors in centers will yield some indications of the effects of mixing. The results of the enrollee survey may also be used in this regard.

d. The dispersed site vs project demonstration for SPEDY will determine whether youth work better in groups than in one-to-one assignments in which they usually interact more with adults.

e. The assessment of characteristics of youth from different income cohorts will suggest in theory whether there are any likely differences resulting from less restrictive eligibility requirements other than expansion in the defined universe of need.

Time Period 3.

a. The large-scale, nationally-directed mixed income experiments will indicate whether there are any substantial benefits to disdavantaged youth from integration with the nondisadvantaged. The size of the experimental and control groups, as well as the rigor of the evaluation, should yield quite dependable results.

b. The supported work demonstration will carefully test whether youth with special needs benefit more from assignments under adults, from participation in supported work crews with adults and youth, or from work on youth crews alone.

c. The aged/youth joint service project will indicate whether youth benefit from a close interaction with older workers.

d. The Public Housing Demonstration will also test whether youth benefit more from working with adults or in youth crews.

Issue 11. Increasing the duration of employment and training interventions and testing their benefits and costs --

Time Period 1.

a. Most of the demonstration projects related to this issue required extensive design. Only this developmental work could be completed in fiscal 1978.

b. A preliminary evaluation of the Job Corps Advanced Career Training Program in Junior and Community Colleges will be completed indicating whether corpsmembers will be able to continue on to get a diploma. The results will include only the first half year in the program, but this suggest the practicality of the idea.

Time Period 2.

The demonstration projects with a long-term focus will be implemented. Startup experience and early participant experience may suggest whether the approaches make sense. Detailed program descriptions can be provided but little more.

Time Period 3.

a. The Job Corps advanced programs can all be assessed in terms of whether the extra investment and longer treatment is warranted by the increased employment and earnings over the long-run. The advanced programs include the ACT junior and community college effort, an advanced automotive training program organized by UAW, the petroleum industry advanced training program, another in maritime skills, and finally, the military program which seeks to help youth who would otherwise be rejected from the military and to also direct them toward better career tracks within the military.

b. The Career Ladder program will test whether Job Corps participants can complete a 2-year cycle of training and employment with guaranteed jobs as computer customer engineers at the end of the road. It will also follow up to determine long-run impact on employment and earnings.

c. The incentive grant program for post-secondary institutions will suggest whether they can encourage economically disadvantaged youth to participate in remedial efforts and then to continue on to get an Associate Arts or even more advanced degree.

d. Upward Bound in Business will test whether economically disadvantaged youth can be "adopted" by businesses and given a structured progression of education and work assignments which will lead over time to guaranteed, high-paying jobs with career potential. It will be 1981 before the first round of participants complete the 2-year program and several years after that before it can be determined whether they have advanced on a new career track.

e. The Educational Entitlement Voucher demonstration results will determine whether short-term interventions in work experience programs can serve as a basis for increased education and subsequently increase employment and earnings.

f. The extension of the Entitlement program in existing sites should allow certain youth to be entitled from age 16 through age 19. In doing so, it will be important to try to build in some in-program progressions. It can then be determined whether it is beneficial to have this continuity of treatment.

g. The National Longitudinal Survey with its more detailed questions on program participation should provide a better tracking on the interaction of programs over time since many economically disadvantaged youth experience multiple participation.

h. The Second Chance Demonstration will work with youth who would otherwise have dropped out of employment and training programs, again trying to increase the duration of treatment.

Issue 12. Age and appropriate intervention stratgies --

Time Period 1.

a. The surveys of past research, evaluation and demonstration findings will suggest the types of intervention needed for youths of different ages.

b. The economic and noneconomic impact studies of Job Corps will provide some indication of comparative performance of young persons.

c. The entry/exit measures applied to summer participants will be used to assess the impacts of serving 14- and 15-year-olds.

Time Period 2.

a. Performance in Job Corps will be assessed for youths of different ages in order to determine whether 16 and 17 year olds can be served in a cost effective fashion.

Time Period 3.

a. The comprehensive evaluation of the summer program will examine the comparative impacts on youths of different ages.

b. The comprehensive evaluation of YACC will look at the comparative impacts on youths of different ages.

c. In each of the demonstration programs, an attempt will be made to distinguish between the impacts on 16 and 17 year olds vs 18 and 19 year olds.

d. In the runaway youth and juvenile delinquency demonstrations there will be specially structured tests of the impacts of different interventions for youths of different ages.

e. The Entitlement program will yield information about the dropout rates and inprogram benefits for youths of different ages.

f. The CLMS will permit calculations about the comparative impacts of interventions for youth who are age 16 and 17 vs those who are age 18 and 19 or 20 and 21.

Issue 13. Integration of youth programs --

Time Period 1.

a. The process evaluations and reviews of plans for YETP and YCCIP will indicate how well these new programs are coordinated with existing CETA programs for youth including the summer component.

b. The overlap of SPEDY and the other year-round programs will be determined for the first time from data added to the MIS.

Time Period 2.

a. The evaluation of local data systems will seek to determine the extent to which youth are moved from one program to another and the ways in which they are counted.

b. The implementation of the year-round youth grants will occur. The process evaluation of the planning cycle will indicate the changes that result in the design of the programs.

c. The year-round VEPs will be implemented. The process evaluation will suggest what can be achieved for youth and for program operations.

d. The extent of referrals into Job Corps from CETA prime sponsors can be monitored from YETP plans and performance relative to those plans.

Time Period 3.

a. It will take a full year's operation under a consolidated youth grant to determine the impacts. The results will not fully be known until legislative decisions are made in late 1979 or early 1980.

b. The results of the enriched YACC program, particularly the transition services linkages with ES and CETA, will indicate whether this aspect of the program can be improved.

c. The results of the year-round VEPs will be documented.

d. The Job Corps youth service center concept will be assessed on a demonstration basis.

Issue 14. Problems and approaches for serving significant segments of the youth population --

Time Period 1.

a. A conference on "Young Women and Employment: What We Know and Need to Know About the School-to-Work Transition" was sponsored in July 1978 providing background information on this significant segment.

b. The results of the summer demonstration VEPs effort focused on offenders, females and handicapped youth will be assessed in The National Longitudinal Survey pretest in comparison with regular SPEDY and VEPs activities. A process evaluation by HRDI and NAB will note the special problems and potentials in dealing with these significant segments.

d. A study of women in Job Corps has been completed.

e. The National Longitudinal Survey pretest will yield evidence about the comparative problems of the different subsets of the youth population.

Time Period 2.

a. A set of studies on the special needs of Hispanic youth will be completed by La Raza and a conference will be held on the subject.

b. A comprehensive reach agenda on the problems of black youth and the effectiveness of alternative approaches will be completed by the National Bureau of Economic Research.

c. A research study on employment of handicapped youth will be completed.

d. The problems of drop-outs will receive special attention. The short-term outcomes of the demonstration effort for dropout prevention in SPEDY 1979 will be available. The background papers on services to longterm dropouts for the Exemplary In-School Grants focused on this subject should be available.

e. A conference will be held on the special needs of rural youth.

f. The CLMS results should indicate the importance of programs on the various significant segments. The first round of follow-up data will be available.

g. The School-to-Work transition projects will yield information about various approaches for serving Hispanics, women and nonwhite youth. The entry/exit tests will be the primary source of information.

Time Period 3.

a. The exemplary in-school grant projects for handicapped youth and long-term dropouts will yield evidence concerning how they can best be served in traditional school settings.

b. The Job Corps Educational Impact Effort focused on the high risk youth will help to determine whether education can be improved within Job Corps for the less gifted youth.

c. The supported work experiment will yield evidence about the needs of subgroups, particularly offenders and young mothers.

d. The juvenile delinquency, runaway youth, and "second chance" projects will provide information about ways to deal with these trouble-prone groups.

e. The central city surveys will seek to massively expand information about the activities of youth who are out-of-school and out-of-work.

f. The National Longitudinal Survey should provide copious information about subsets of the universe of need, particularly economically disadvantaged and minority youth.

g. The rural youth service experiment, the aged/youth project, and the FmHA/CSA/DOL rural housing project will all be designed to provide information about the special needs of these groups.

h. Knowledge development activities connected with the Indian and migrant youth programs should provide information about how to best deal with these groups.

Issue 15. Translating findings into policy and practice --

Time Period 1.

a. The lessons of past programs will be crucial to determine what is known about what works best for whom. These will be assessed in a monograph.

b. The impacts of new legislative directions under YCCIP and YETP such as the education linkages will be assessed by process evaluations to demonstrate where changes are occurring and the factors in this process.

c. The ongoing studies of the work-education councils indicate ways in which linkages are established and the viability of the new approaches.

d. The replication process for a "model" community improvement project followed under the VICI demonstration will be assessed to determine the feasibility of replicating model programs.

e. The impact of competitions as an incentive device for generating and recognizing new ideas will be assessed under the process evaluation.

f. There will be a knowledge development conference to assess and further refine this format and to set the stage for more sophisticated analysis.

g. There will be a conference on SPEDY to disseminate information about model programs approaches as well as the findings of research studies.

Time Period 2.

a. Under the Exemplary in-school grant program, there will be ethnographic evaluations of the innovation process to determine how and whether new ideas catch hold.

b. When funding for some work-education councils ceases, it can be determined whether the idea of federal germination actually works in terms of creating viable institutions which will be supported by local resources. Likewise, the effort to replicate this notion through shared experiences will be assessed.

c. The VICI replication process will be monitored on a continuing basis to determine how many of the funded projects really end up to be models.

d. The knowledge development activities will be described in a more comprehensive fashion and the potential lessons spelled out in more detail for use by interested outsiders.

e. There will be an assessment of the effectiveness of nonprofit intermediaries in gathering and disseminating information.

f. Conferences will be held for prime sponsors dealing with private sector involvement, knowledge development and other subjects to spread information about what is learned.

g. The process evaluations of YETP and YCCIP will examine the institutional change effects of local knowledge development efforts as well as nationally distributed materials.

h. The change process in the linkages between the education and employment and training system will be assessed under contracts developed jointly with HEW and under the exemplary in-school grant program.

i. Based upon the findings, a set of policy recommendations will be developed for legislation. These will be prepared early in calendar year 1980.

Time Period 3.

a. The CIP replication process will be assessed to determine whether the initial model program can be replicated outside Philadephia by groups other than OIC.

b. Because of the unavoidable timing problems, the bulk of the information will come available beyond 1979. In fiscal 1980, funds will be provided to groups such as the National Commission for Employment and Training Policy and other relatively independent agencies to continue the assessment of findings whatever decisions are made concerning the future of the Office of Youth Programs and the demonstration programs.

Issue 16. Learning curves for programs and the use of early results used to assess effectiveness --

Time Period 1.

a. The process evaluations of YCCIP and YETP will indicate whether there has been an improvement in planning processes and program operations over time. Comparisons of a sample of second year plans may be completed.

b. The YACC program will be assessed to separate startup costs and experiences from those which reflect expected performance over the long run.

Time Period 2.

a. The changes in the Entitlement project sites in the second school year will be monitored and the progress specified. Likewise, the utilization rate of the entitlement will be assessed. The process evaluation will document learning curve effects.

b. The continuing evaluation of YETP and YCCIP will add another year's perspective on the evaluation of these programs. LEA/CETA agreements in the second year will be assessed relative to those in the first year.

c. The progress of work-education councils both with and without government support will be determined to isolate the long-term viability of the concept.

d. Ethnographic research on the exemplary in-school program will trace the learning curve effects in individual projects.

e. A YACC process evaluation will track the progress since the initial evaluation.

f. In all fiscal 1978 demonstration grants that are extended, requirements will be build in for comparison of subsequent rounds of entrants to determine how performance improves over time.

Time Period 3.

a. Comparisons of the outcomes for successive waves of participants in YETP and YCCIP programs are possible from the CLMS. This should yield direct evidence of the learning curve effects.

b. Entitlement results over the long-run will yield a good fix on the outcomes for successive waves of participants. Likewise, the process studies will document the efficiencies which occur over time as well as the problems which are encountered.

c. Comparisons of new vs old projects of the same type will also suggest the learning curve effects. Under the in-school apprenticeship approach, for instance, the first wave of projects has one more year of operations than the second. Under private sector initiatives, established agencies offering pre-employment assistance and transition into the private sector will be expanded and the new sites compared with existing ones . The Career Intern prototype will be compared with the replicated projects.

d. Continuing process evaluations of YETP, YCCIP and YACC will yield indications about how they are changing over time and what can be expected under steady state operations.

e. The learning-curve elements built into the research of all projects which are extended will yield some evidence about positive and negative trends which occur over time.

f. The performance of new Job Corps centers will be compared with that of existing centers to determine how soon they will achieve comparable operating levels.

The Challenges and Potentials

This matrix of issues, information sources and timeframes is only a preliminary framework for the collection, organization, synthesis and application of the knowledge developed under the youth initiatives. Many other broad issues may be considered of importance, and each of those specified subsumes numerous others. Careful review of each evaluation, research and demonstration design -- many of which have yet to be formulated -- is necessary before filling out the matrix in greater detail. The timeframes are best guesses based on assumptions about the pace of implementation and the timeliness of reviews and assessments. Knowledge development will and probably should be a continuing and adaptive process, and the framework must be equally flexible.

Even this broad outline, however, suggest the massiveness of the challenge. There are so many activities with such a broad scope that it is difficult to catalogue and describe the efforts much less to fully exploit and integrate the results. The Department of Labor and particularly the Office of Youth Programs, does not have the capacity to fulfill this agenda of analysis and synthesis. The scale of research, evaluation and demonstration activity initiated under the youth initiatives is greater severalfold than ongoing efforts in the Department of Labor, and there has been no commensurate expansion in analytic capacity or diminuation in other responsibilities. Moreover, the

Office of Youth Programs is an operating division with program responsibilities for Job Corps, SPEDY, YETP, YCCIP, and YACC, YIEPP, as well as the demonstration efforts; it is not a research or evaluation unit.

Quite clearly, if the potential for knowledge development is to be realized, there must be an extensive commitment by congressional agencies such as Congressional Research Service, GAO and the appropriate committees. Each involved Federal agency will have to contribute its commitment and capacity. Interagency coordinating committees must examine a number of crosscutting issues, while a formal policy review process will be needed to integrate all the results. Private foundations, research institutions, and groups such as the National Commission for Employment and Training Policy also have a major role.

The Office of Youth Programs will aim to provide the building blocks for this integrative analysis by other agents, assuring that the knowledge development plans are followed, that each research, evaluation and demonstration activity is as well designed as possible, that reports are of a high quality and widely distributed, and that the interrelationships between the elements are well documented. The Office of Youth Programs will also seek to commission some elements of integrative analysis, as well as to provide forums in which national and local knowledge can be assessed. Finally, OYP will provide major input to the Vice President's Task Force on Youth Employment as well as to any policy review memoranda.

A continuing series of reports will be published and distributed by the Office of Youth Programs as they become available. In December of 1978 and 1979, there will be reports to Congress summarizing the process of Job Corps, SPEDY, and the four YEDPA programs. These reports will focus on process and impact evaluation findings as well, providing participant, cost and service data, indicating model programs as well as programmatic problems.

In March 1979 and 1980, OYP will prepare comprehensive knowledge development reports including the myriad results from demonstration, research and evaluation activities while seeking in a preliminary way to integrate the findings. As the previous exposition suggests, the March 1979 report will be limited in content and focus chiefly on research findings as well as description of implementation issues, since limited impact data will be available by this time. The March 1980 report will hopefully be more comprehensive and will marshall as much information as is available at that time for administrative and legislative consideration.

In the broadest sense, the impact of all this activity on policy at the local and Federal levels will be a test of the potentials of research, evaluation and demonstration efforts, illustrating what can be learned and what can be applied. It is uncertain and doubtful whether panaceas will be discovered to significantly improve the effectiveness of youth programs. Undoubtedly, startup problems and learning curve effects will obscure many of the findings, as will comparison group and impact measurement shortcomings. Policy will sometimes ignore but will usually have to move ahead of the results. The basic complexity of the issues is so great that advancement in knowledge and practice will be incremental and difficulty to identify.

However, given the scale and structuring of this knowledge development effort, there are also many potentials:

- Unlike the 1960's, the demonstrations will usually be broad enough to cover a range of circumstances and provide a sample adequate for reasonable impact assessment. This will yield better evidence about the potential for and wisdom of replication.

- Much more will be learned about the potential scale of youth activities -- how many jobs can be created and how many youth want to work.

- The data and informational net will be tightened in a number of key areas, particularly on issues concerning motivation, occupational awareness, maturation processes and income alternatives to work. Likewise, program descriptions will be much more specific so as to yield some evidence about different approaches and not just whole programs. This will improve future research and assessment.

- Much more will be learned about the state of the art and what is taking place in existing programs. This will include identification of innovative ideas, determination of the frequency of such approaches, and better assessment of the norms of program performance.

- It should be possible to dismiss certain approaches as not yielding substantially better results than alternatives, or else being totally ineffective. It is the announced intent to Congress and the Administration to learn what does not work as well as what does, and failure must be expected, accepted and identified in the demonstration efforts so that it will not be necessary to repeat mistakes in the future.

- The overall benefits of the investment in youth should be better understood even if the future impact on employment and earnings can be known only within a significant margin of uncertainty. Particularly, the value of the social product from work experience will be identified more accurately.
- There should emerge a set of commonsense rules about dealing with different subgroups and subproblems so that judgements can be better made concerning the proper mix and targeting of youth employment and training efforts.
- The institutions involved with youth and their capacity to adjust and change will be better understood.
- Some attractive new approaches or delivery packages should emerge which can be further tested and replicated.
- There should be further guidance possible about a broad range of pedestrian issues such as whether youth should rotated among job sites, whether they can be taught to utilize labor market information more effectively, or how supervisors can best be selected and assigned. The findings, if applied, can yield some unglamorous but important improvements in performance.

It is to be hoped that even more will be learned. There will be a cornucopia of research, evaluation, and demonstration findings to nurture analysts and policymakers for years to come. The key is to resolve the most important issues first as best as possible, while continuing the search for greater refinements. Without question, there is a massive opportunity to improve our understanding of youth employment problems while improving the employment and training and career development efforts which address them.

COMPLETING THE YOUTH AGENDA:
A PLAN FOR KNOWLEDGE DEVELOPMENT
DISSEMINATION AND APPLICATION FOR
FISCAL 1980

OVERVIEW

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 provided extensive discretionary authority to the Secretary of Labor to develop and improve employment and training approaches for economically disadvantaged youth. In fiscal 1978 and 1979, the major emphasis was placed on "knowledge development" through a structured array of multisite demonstration projects, large-scale evaluations and coordinated research efforts. The first year's goal was to assess alternative interventions and delivery approaches, focusing on the broad issues needed to legislate more effective youth programs. In the second year, emphasis shifted to more specific issues which needed to be addressed in the administration and improvement of youth programs, exploring the problems of significant segments of the youth population, assessing service components to determine how each could be improved, testing longer-duration interventions, and promoting the integration of youth programs.

The ambitious agenda detailed in the two "Knowledge Development Plans" for 1978 and 1979 included structured sets of policy questions towards which all research, demonstration and evaluation activities were directed. An immediate aim was to provide input for the formulation of a youth policy for the 1980's. At the end of fiscal 1980, the current authorization for YEDPA programs expires and the Administration is considering major legislative changes. The knowledge developed from the 1978 and 1979 activities is being utilized in this process. But there are longer term aims as well. The lessons for local programming will be needed no matter what legislation is implemented. Every deliverer needs to know more about how to organize and administer employment and training services for youth. Any comprehensive youth strategy for the 1980's will require a broadened base of involvement among all institutions. A good deal of work is needed to assure that decisionmakers incorporate the lessons learned into their programs at the Federal, State, and local levels.

Where implementation of the knowledge development activities was the major goal in the first 2 years of YEDPA, follow-through, synthesis, dissemination and application must be the major thrusts in fiscal 1980 and beyond. First, there are many projects which require continued funding and refinement to realize their objectives. It is important that judgements be based on steady-State operations rather than just reflecting learning curve problems; this will require several years of operations of demonstration programs. Follow-through and refinements of past projects must be a first priority.

Second, there are still some incomplete agenda items in the first two knowledge development plans. Some projects were developed to be implemented and funded in fiscal 1980. In other cases, parts of projects were completed but other dimensions remained to be put in place. Finally, there were some projects initiated in a single site with the intent of replication, which was targeted to occur in 1980. These commitments are not as absolute as those for existing activities, but they should certainly be given priority before considering any additional efforts.

Third, there are some new initiatives which make sense in order to improve existing programs, to target them on significant segments of the youth population, and to test other delivery approaches.

Fourth, mechanisms must be established to insure the knowledge developed from these activities is objectively assessed and factored into policy; there will be a continuing need for analysis and application.

Fifth, if the lessons are to be applied in actual programs, there will have to be a significant effort to improve the understanding and competencies of the employment and training system.

Finally, given the scale and complications of the activities put into place, there must be a built-in cushion for unforeseen contingencies as well as needs which arise during 1980 and beyond.

Commitments for Existing Projects

The first priority must be the support of existing projects of demonstrated effectiveness which can contribute to knowledge development and institutional change by their continuation. The following projects initiated in 1978 and 1979 are more fully described in the knowledge development plans for each year as well as in project descriptions available from the Office of Youth Programs. Only those projects with 1980 requirements are listed.

1. Ventures in Community Improvement - These nine projects testing a community-improvement model which emphasizes extensive linkages and supervision will terminate in the summer of 1980. Approximately $500,000 will be needed to complete the research to determine the impact relative to more conventional YCCIP projects as well as other demonstration efforts.

2. Low-Head Dam Project - This prototype in a single site provides a model of how a low-head dam can be restored for recreation use and converted for electrical production through a comprehensive work and training project. Approximately $500,000 will be required for completion of the prototype project, which is also recommended for replication in fiscal 1980.

3. Watts Youth Employment and Community Improvement Demonstration - This large-scale, multi-year demonstration tests the notion of an integrated, multi-dimensioned set of improvement efforts which will affect a range of career ladder opportunities. It also seeks to demonstrate that year-round projects can effectively provide a base for surged summer employment. The project carried a commitment to continue funding in 1980 assuming availability. The additional cost will be $1.75 million.

4. Exemplary In-School Youth Program Demonstration - Selected projects funded in fiscal 1978 and 1979 will be continued through the 1980 school year. Operating support for Youthwork will also be continued through the period of the new round of grants. The cost of these two combined is an estimated $5.0 million.

5. Rural Youth Occupational Information and Preparation Demonstration Project - This project tests the feasibility of basic life skills training developed for rural disadvantaged youth and delivered by mobile vans. It will be extended through fiscal 1980 at a cost of $300,000.

6. Private Sector Initiatives Demonstration - The various projects which have already been started will be continued through fiscal 1980. Administrative and research efforts will continue through 1981. The cost is estimated to be $2.3 million. In addition, a set of mandated wage subsidy experiments will be launched early in 1980.

7. Youth Career Development for School to Work Transition - This coordinated set of school to work transition projects will be continued through the 1979-80 school year and summer, although the less effective local projects will be eliminated. The estimated cost is $1.8 million in fiscal 1980.

8. Researching Alternative Program Approaches - This contract with the Educational Testing Service is for collection and analysis of standardized pre- and post-tests and administrative data for most of the demonstration projects. It will be continued through fiscal 1981 with 1980 resources, since this is the linchpin for knowledge development work. The cost will be $900,000.

9. Youth Community Service Demonstration Project (ACTION) - This experiment with the national youth service concept has been extended to include a rural as well as an urban site. The present schedule calls for operating through fiscal 1980. The added costs in 1980 are estimated to be $450,000.

10. Career Intern Program Demonstration - This alternative education experimental project is operating in four sites under OIC and has been extended to another site by SER. The entire project will be continued through the 1980-81 school year. The fiscal 1980 costs for the five sites will be $4.2 million.

11. National Occupational Information Coordinating Committee Demonstration Project - Youth resources were tapped for $3 million in 1978 and $5 million in 1979 to support Federal and State activities to improve occupational information. There is a continuing commitment for the latter level of funding in order to support replication of computerized occupational information systems. In addition, an experiment was initiated in

fiscal 1978 to saturate disadvantaged youth with labor market information to determine the difference this would make in future employability. These are extra research needs and the experiment will be extended to a Hispanic site. The cost is estimated to be $600,000.

12. Youth Enterprises Demonstration Project - This project to create large-scale youth owned and operated enterprises in four areas has a phased expansion schedule. If the projects operate effectively and are implemented on schedule, there will need to be $1.5 million in funding for fiscal 1980.

13. Youth Initiatives in Apprenticeship Demonstration Project - This demonstration seeks to register high school youth in pre-apprenticeship arrangements. Projects funded by the Bureau of Apprenticeship and Training in 1978 and 1979, as well as those added with OYP funding, will be continued through the 1979-80 school year and summer if they are performing effectively. The estimated cost is $1.7 million.

14. National Longitudinal Survey (NLS) - This multi-year longitudinal tracking of a cohort of youth will yield rich information about the problems of economically disadvantaged young persons and the impact of various interests. This is a multi-year commitment with a cost in fiscal 1980 of $3.2 million.

15. Youth Agency Involvement Project - Voluntary youth serving organizations such as Boys' Clubs, Boy Scouts, Girl Scouts and the like serve 30 million youth annually. Based on a technical assistance grant with the National Collaboration for Youth, strategy was developed for the involvement of these agencies on a large scale. In fiscal 1979, a planning grant was given to refine the procedures and approaches for one of the agencies. The cost for completion of the project will be $400,000 in fiscal 1979.

16. Continuous Longitudinal Manpower Survey of YCCIP and YETP Participants - This survey of YCCIP and YETP participants is the major instrument for assessing services and components under formula-funded programs. It will be continued in fiscal 1980. The cost is $1.2 million.

17. Youth Supported Work Demonstration Project - In fiscal 1979, the Office of Youth Programs shared in the costs of continuing the supported work experiment in order to learn more about the effect of this approach. In fiscal 1980, the share will again be $3.5 million.

18. Jobs for Delaware Graduates - This project provides career information, counseling and placement on a statewide basis through a nonprofit corporation. It will operate through the 1979-90 school year with follow-up services. If it is successful, operations for another school year will be supported. The projected cost is $2.0 million.

19. Youth Discretionary Project Feedback Demonstration Project - This is a mechanism for securing expert assistance in reviewing progress of existing projects. It will be continued through fiscal 1981. The cost is estimated to be $400,000.

20. Knowledge Development Retrieval Project - This project helps review, synthesize and crossfertilize knowledge development reports and results. This is a crucial mechanism for integration and dissemination of information to concerned parties. It will be continued through fiscal 1981 at a cost of $500,000.

21. Vocational Exploration Demonstration Project - This 16-site demonstration project tests alternate approaches of varying duration for vocational exploration in the private sector. The research for the summer component of 1979 could not be fully implemented. The summer component will, therefore, be repeated in fiscal 1980. The cost is estimated to be $2.3 million.

22. Advanced Training Employment Demonstration Project - This private sector project provides advanced training to Job Corpsmembers in computer customer engineering and guarantees placement in career jobs. The cost for completion of the project is $1.36 million in discretionary resources plus the Job Corps support for enrollees.

23. Job Corps Education Improvement Effort - This large-scale random assignment experiment with alternate instructional methodologies includes pre/post and follow-up testing. A continuation of the experiment will permit assessment of the "learning curve" and "Hawthorne" effects under the different education systems. The cost in fiscal 1980 is $250,000.

Extension, Replication, and Follow-Through

The previous list of commitments involves those projects where contracts and operations are already underway in fiscal 1978 and 1979. The following list includes initiatives which will commence in 1980 based on development in the two previous years. The projects are described in some detail, since there is a degree of flexibility in the implementation decision as well as the design and scale of the projects.

1. Low-Head Dam Project - About 50,000 low-head dams exist in the United States, many of which are used to produce or have potential for producing electricity. During an era of cheap energy and rising labor costs, much of the electrical production of such dams was abandoned. Rising energy costs may now make improvement of such dams in preparation for energy production economically feasible. Small dams offer other advantages as community-improvement projects and as sources of youth employment. They are often located in the heart of older cities, and their rehabilitation can help to conserve older neighborhoods. Deterioration has frequently created hazardous conditions. Redevelopment can create recreational opportunities.

The projects also provide exciting employment and training opportunities. Much of the labor involved in site rehabilitation can be carried out by low skill youth. Substantial potential exists for training youth in technical areas related to hydroelectric installment while on the job. Because of the growing interest in such projects, skills learned in such work may be highly valuable to individuals for many years.

A model program was developed in Wayne County to convert a dam to produce electricity, while providing substantial employment and training opportunities for youth. This could be replicated in four sites with discretionary contributions, and perhaps more if local matching could be secured. The estimated cost is $7 million for projects and $.8 million for administration, evaluation and technical assistance. Funds for equipment would be provided through interagency agreement with the

Department of Energy. A replication package has been prepared, and several hundred potential sites have been identified and pre-screened. These would be notified early in fiscal 1980 to determine interest in a cost-sharing approach.

2. Cooperative Youth Weatherization Demonstration - Energy conservation programs, particularly for the weatherization of low-income housing, have not achieved their full potential due to the lack of coordination, organization and administration. The labor to install weatherization must be funded from CETA. The Department of Energy controls the materials money. The projects, by law, must be administered by community action agencies.

The Cooperative Youth Weatherization Demonstration (CYWD) would create and support State level intermediary corporations to link youth employment and energy conservation efforts. This concept was approved in the 1979 Knowledge Development Plan and the conceptual work was completed in fiscal 1979.

The intent and purpose of CYWD is to fully implement, at the State and local levels, comprehensive weatherization services to low-income households by insuring a comprehensive and coordinated implementation linking DOE's weatherization program with the youth employment and training activities sponsored by DOL as well as the delivery efforts of CSA.

The objective of the demonstration would be to provide skill training and work experience to youth in a range of manufacturing, assessment (energy audits), installation, consumer education and related services. These efforts would focus on reducing the energy costs for low-income homeowners and renters while providing career ladder job/skill progression and eventual placement for youth enrollees. The aim would be to organize work on a larger scale, with more careful planning, and a greater emphasis on mechanization and training than in existing weatherization efforts.

The CYWD would support two large-scale, long-term statewide projects which would employ significant numbers of young adults in activities offering a progression of career learning experiences. Fully funded, the demonstration would provide career-oriented employment opportunities for several hundred young adults annually in each State.

This demonstration would be organized and administered through newly created State intermediate organizations. In each State the demonstration would establish a nonprofit organization governed by a board of directors consisting of representatives from the State's local community action agencies and other approved deliverers of weatherization resources. In addition, an advisory board would be established including representatives of the State Energy Offices, prime sponsors and the Private Industry Council (PIC). These intermediaries would be recognized as Limited Purpose Agencies by CSA and would be eligible to conduct weatherization work.

The State intermediary would subcontract with community action agencies and local LPA's, as well as with training agencies. The corporation might also recieve CETA local training funds.

The intermediate would be a mechanism for better organization, training and mechanization. Not only would insulation techniques be upgraded, but heating plants made more efficient. The corporation would also warehouse materials, do large-scale purchasing, utilize factory construction techniques, conduct energy audits, provide consumer education and coordinate emergency energy assistance. In addition to weatherizing the homes of low-income families, public properties would also be upgraded such as public housing, institutional facilities and schools. Thus, public funds could be saved from reduced energy bills and statewide planning and coordination would lead to efficient large-scale efforts.

The CYWD would be developed under an interagency agreement between the Departments of Labor and Energy as well as the CSA, with parallel agreements at the State levels. The projects would be provided implementation grants and then Department of Labor funds for workers. The 2-year costs of each of the projects would be $3 million in Labor funds and $1 million in CSA funds, with State matching where possible and weatherization materials money as needed.

3. Exemplary In-School Programs for Handicapped and High-Risk Youth - The Exemplary In-School Demonstration Projects seek to overcome the barriers between school and work through the funding of projects that involve combinations of schooling and employment and training, and that promote cooperation between education and employment and training systems at the local level.

There are currently 58 projects across the Nation in four focus areas: Guidance, counseling, and job-seeking skills; academic credit for work experiences; expanded private sector involvement, and job creation through youth-operated projects.

New grants will be awarded through a nationwide competition which seeks to identify local projects that represent exemplary approaches in two key focus areas: Education and training of handicapped young people; and education and training of high-risk youth--i.e., young people with especially poor long-term employment prospects.

The competition will seek to select projects that are exemplary or distinctive, reflect collaboration between local education and employment and training institutions, are well planned and organized, and provide for careful assessment of results.

The grants in each of the focus areas will be integrated into a national knowledge development plan. Young people will benefit immediately through the work and services that are generated and, over the long run, from the lessons learned on how to improve in-school and school-related programs for handicapped and high-risk young people.

A total of $8.0 million has been committed for this purpose in fiscal 1980.

4. Private Sector Initiatives - Both the 1978 and 1979 Knowledge Development Plans included authorization for structured experiments with alternate reimbursement mechanisms for private sector employers of economically disadvantaged youth. YEDPA calls for tests of voucher approaches, the social bonus and the 100 percent wage subsidy under Entitlement. The questions are basic, what subsidy level is required to induce private sector firms to hire economically disadvantaged youth? Which reimbursement mechanism would be most effective, considering variations in duration of subsidy, the degree of red tape, the timing of the payment and the performance requirement? What firms are likely to respond to such mechanisms and how can they best be involved and alerted? What will be the impacts on net hiring, displacement, wage levels and the like? Will youth benefit and will they secure permanent jobs in the private sector? Can these mechanisms work in slack as well as tight labor markets?

The simplicity of these questions is only matched by the difficulty of answering them. In fiscal 1979, there were three parallel efforts to design a wage subsidy alternative experiment. These opened as many issues as they resolved. The difficulties of experimentation on this issue include the problem of gaining cooperation from private sector firms and the selection bias that results, the lack of control over their participation, the problem of distinguishing between Hawthorne or implementation effects and lasting ones, the inherent complexity of measuring displacement and substitution issues, and the availability of the Targeted Jobs Tax Credit and other options which cloud the impact of any experimental intervention. It is clear from the preliminary work that "scientifically pure," random assignment experiments will not be possible and that it will be necessary to piece together a range of information to address the key questions.

The demonstrations and research developed in 1979 will be of some help, particularly the private/public sector demonstration, the nationwide employer survey, the demand side ethnographic analysis of central city problems and most critically, the study of the Entitlement experience with 100 percent wage subsidies. However, a further set of detailed projects will be required along the following lines:

a. Two industries with relative standard production functions and high-youth employment would be used as test sites for alternative subsidy approaches. The industries would include fast food and retail. Under agreement with the franchiser or the firm, different levels and types of subsidies would be applied in certain outlets and the effects compared.

b. A simulated study would be conducted with a stratified sample of businesses to determine the responsiveness to different hiring subsidies and approaches. This survey would be the basis for selecting firms to participate in the third portion of the effort.

c. There would be four "simulated" economies which would be offered alternate subsidy levels and formulations and the effects tracked on employment.

d. Ten prime sponsors would be allowed to offer the social bonus or voucher as one option for private sector participation under PSIP. Funds would be provided to cover any of these which were utilized. There would be 10 matched sites where this tool was not provided. The private sector involvement would, then, be compared. This would meet the requirements of the legislation. It would not test displacement effects and the like but rather the attraction and application of the subsidy mechanisms. The simulated economy and industry approaches would cover the more detailed questions.

e. The Entitlement projects in several sites would be modified to focus job development efforts on stratified samples of prime sponsors utilizing different subsidy approaches. The take-up rate would, then, be compared along with the employment experience of Entitlement youth.

A best estimate is that the 1980 cost would be $6.0 million for research and for subsidies to firms. There would be continuing costs in 1981.

Additionally, a subject area which has not been adequately explored is job retention in the private sector. As an additional subject area, there would be an experiment with ways to improve job retention. These would include bonuses for length of stay upon placement as well as follow-up counseling with employers and youth. The experiment in several sites with different mixes of service would cost approximately $500,000.

5. Volunteer Youth Agency Involvement Project - Voluntary youth serving agencies--Boys' Clubs, Boy Scouts, Camp Fire Girls, 4-H, Future Homemakers, Girls' Clubs, Girl Scouts, Settlement and Neighborhood Centers, Red Cross, the YMCA and YWCA and Runaway Houses--can and should play a much more significant role in employment and training efforts for youth.

Under this demonstration, $9 million would be provided in fiscal 1980. The funds would be distributed through a competitive process within each agency to select the best projects. The competition would be a means in itself to promote interest and to better assess the ideas and alternative approaches within the system. A core administrative structure would be supported by national organizations of the member agencies to promote and broker involvement with CETA as well as to select and oversee these projects and to provide cross-cutting technical assistance. The Department of Labor would set the broad parameters for the grants and the competitive process, and would require the involvement of prime sponsors in any funded projects.

The grants would focus primarily on service approaches where allowances or wages would not usually be paid. The activity areas would include the following:

Placement assistance including job search assistance, odd-job brokering, job fairs and job development.

Career education and vocational exploration programs of varying degrees of intensity.

Peer and adult one-on-one support, particularly with an employment orientation.

Pre-employment assistance and motivational efforts to teach youth labor market demands and more.

Basic life skills classes.

Limited-scale entrepreneurship projects.

Supportive services for participants in regular CETA programs.

Follow-up assistance for youth placed in jobs.

Counseling and support programs for juvenile offenders.

Efforts to overcome sex-stereotyping.

Language skills and acculturation training for youth with limited English speaking ability.

Employment assistance, counseling and supportive services for young mothers.

This demonstration would run for 2 years. The selection process would occur over the first 5 months. The grants would run for 15 months, 3 for startup and 12 for operation. The models would then be disseminated for use in competing for local funds on a continuing basis.

6. Consolidated Youth Employment Program (CYEP) - The Youth Employment and Demonstration Projects Act created two new youth programs operated by prime sponsors in addition to the Summer Youth Employment Program and youth effort under Title II (where youth account for half of Title II participants). It was recognized from the outset that these new categorical programs, with their differing age and eligibility requirements, would complicate local planning and delivery. The new programs were intended as temporary measures to promote change and to provide a basis for the subsequent development of a comprehensive and coordinated youth policy.

YEDPA was initially authorized for 1 year only. In the reauthorization of CETA in 1978, the new programs were extended for 2 more years, but with the clear intent that they would ultimately be consolidated. The administrative provisions of CETA require a plan for integration no later than March 1, 1980. To fulfill this mandate for integration and consolidation, the Office of Youth Programs has mounted a Consolidated Youth Employment Program demonstration in nine prime sponsor areas which will provide a single youth grant which includes the funds otherwise available under SYEP, YETP, and YCCIP and this will be coordinated in planning and delivery with Title II youth expenditures which will be maintained. The planning for this effort was completed at the national and prime sponsor level in fiscal 1979.

The design seeks to streamline administrative requirements, to increase flexibility in planning, to individualize service delivery, to better track youth over time, to develop new performance measures for programs and participants, and to better coordinate CETA youth programs with other youth service efforts.

Under this demonstration, discretionary YETP resources will be substituted for YETP, YCCIP and SYEP formula grants. Extra costs of modification to meet new requirements will be covered. The cost in the nine sites is estimated to be $12 million.

7. Delinquency Prevention Project - The Delinquency Prevention Project seeks to measure in a rigorous fashion the impact of three program models on the job placement, employment retention, earnings, and criminal justice involvement of "high-risk" youth.

The demonstration will focus on 16-21 year olds, unemployed, YETP-eligible youth, who are out of school, and who evidence prior involvement with the juvenile or criminal justice systems, or a substantial likelihood for such involvement in the future. In each of three sites, three service models will be made available to eligible youth: Full-time work and placement; educational, training, prevocational, social and placement services; and a "mixed" model which offers part-time work, a full range of services, and job placement. During the first program cycle (1st 6 months), eligible youth will be assigned to a specific program on the basis of vocational counselor assessments of the youth's skills, aptitudes and interests. During the second program cycle, the youths will be afforded the opportunity to choose from among the three program models. All three program models will be implemented in each of the three sites in accordance with a single set of guidelines, so as to make possible multi-site comparisons.

In order to isolate the effects of the different program strategies, experimental and control groups will be randomly established for each program model in each of the sites. Using standardized instruments, the research component will measure the placement rate achieved by participants in each program option, the job retention rates for each group, vocational-related skills and attitudes manifested in each program model, the earnings of participants during program participation and for a period thereafter, and the rates of criminal justice involvement during program participation and for an 8-month followup period after program exit. By comparing the results achieved in Cycle 1 (the first 6-month period) with those achieved in Cycle 2, an effort will be made to isolate the effect of providing a choice to the program participants.

The estimated 1980-81 cost of the project, which was developed under a 1979 planning grant consistent with the approved 1979 Knowledge Development Plan, is $4.3 million.

8. Mixed Income Experiments - YETP services are targeted to youth in families with an income below 85 percent of the lower living standard. However, up to 10 percent of funds are available to test the benefits to disadvantaged youth of participating in projects with youth from more affluent families. The regulations for YETP require there be rigorous experimental designs for any local efforts which provide opportunities for youth about the income cutoff. Roughly 40 prime sponsors implemented mixed income experiments in fiscal 1978, but in most cases, the sample sizes in these efforts were too small to reach any dependable conclusions about the impact on the disadvantaged.

Structured experiments have, therefore, been planned using YETP discretionary authority. In five prime sponsor areas, with preference for those which have initiated their own 10-percent tests, extra funds will be provided for structured experiments employing disadvantaged youth alongside the nondisadvantaged, and similar youth in a like component which serves only income eligibles. Two of the projects will be for in-school youth and two for out-of-school youth. The projects will be rigorously designed and operated on a scale where impacts can be assessed. Motivation, job awareness and other tests will seek to determine the differences at entry related to family income.

Full developmental work was completed in fiscal 1979 and the projects are ready for implementation in 1980. The cost is estimated to be $6.0 million.

9. Career Advancement Voucher Demonstration - The literature on youth unemployment clearly shows that lack of educational credentials--especially a high school diploma, but increasingly some post-secondary education--limits the entry of youth into primary labor market jobs. This demonstration project will test whether post-secondary education can be usefully and effectively provided for CETA participants. The demonstration will focus on 16-21 year old YETP eligible youth who are out-of-school and those youth currently enrolled in CETA programs who will not have exceeded 8 months of CETA participation by September 1, 1979. It will involve random assignment of youth to college and standard CETA youth programs in a manner which assures comparability of youth in both types of experiences. Other research controls will be utilized to test the relative benefits of alternative screening procedures for selecting a pool of potential project participants, use of a voucher for providing youth with free choice of post-secondary education, and varying levels of support services for project participants. In addition, the six separate demonstration project sites around the country are to have procedures similar enough to facilitate multi-site research comparisons.

The cost in 1980 and 1981 for the voucher projects is estimated to be $3.2 million depending on the utilization rate of the educational vouchers and the success of participants in college.

10. Job Restructuring Demonstration - The potential of altering demand for young workers was to be tested in the 1979 Knowledge Development Plan. Arrangements could not be developed. It is anticipated a project could be

developed by a community-based organization in fiscal 1980 along the following lines: First, a medium-sized city would be picked with a diversified economy but manageable in dimensions. The private sector demand for youth (particularly economically disadvantaged youth) would be assessed by general sectors of the economy to identify three or four sectors (say real estate or banking) where young people are rarely hired in entry positions. Once these target sectors were identified, there would be meetings and interviews with the major employers in the labor market in these sectors to determine their experience with hiring youth as well as the willingness to try out job restructuring activities. The issues might be addressed through trade and industry associations and the like. From this would come a more detailed assessment of youth hiring patterns in these sectors, the experience with youth previously, the reservations about hiring them, as well as the identification of a few employers who would participate.

For cooperative employers in each of these sectors, several different types of entry jobs would be developed. These would be filled by youth referred from CETA and either paid by the employer or subsidized with the tax credit or with OJT. The positions would be fine-tuned and the youth tracked to determine whether they stayed in the job and advanced.

Models would be written up of the types of positions and how they fit into the employer's production function, including testimonies from employers and an analysis of the costs and benefits for the firms hiring the youth. These would be prepared in the form of packages which could be distributed to all employers in these sectors.

There would be a promotional campaign in each of the sectors in the single labor market to determine how many of the restructured jobs could be created. The number could be determined by a head count of employer pledges and follow-throughs.

The final products would be a research report indicating the number of new jobs created over the period and estimates of the potential of job restructuring, at least in sectors where youth are underrepresented, and a manual for prime sponsors suggesting how they could do the same exercise themselves, from the assessment of the labor market to a selling of the job restructuring models. The estimated cost in fiscal 1980 would be $.5 million.

11. Agriculture Entrepreneurship Project - The basic goals of the project are to demonstrate that agricultural entrepreneurship is a viable career objective for unemployed rural youth and that idle farm resources can become a source of income and jobs in depressed rural areas. The demonstration would explore the feasibility and value of, as well as test the effectiveness of, interagency cooperation among the participating agencies; provide job training and career counseling for rural youth that are appropriate to rural milieu and not presently available to the community; provide new job opportunities for rural youth in the agricultural sector of the economy; demonstrate that small farms can form a solid base for the economic and community development of depressed rural areas; provide interested rural youth with the opportunity, resources and assistance to acquire and operate small farms and/or farm cooperatives; generate revenue that will offset subsidies and allow for the continuous operations of the agricultural training institutions; and produce crops needed for local consumption. The feasibility issues would be carefully assessed as well as the value of the approach to the problem of unemployed or underemployed rural youth and how it affects their employability and income potential.

Five demonstration sites have been selected on the basis of geographical diversity, availability of appropriate farm training resources, and their capacity to provide unique delivery mechanisms for the provision of the intended services. These include El Rito, New Mexico; Molokai, Hawaii; Toa Baja, Puerto Rico; Eureka, California; and a site in rural Georgia. Preliminary proposals from each proposed site have been developed; and implementation planning will be complete early in fiscal 1980. At that time, it is expected that all five of the sites will be funded. The Department of Agriculture will administer the project; CSA will contribute $200,000 per site; and the Department of Labor $800,000 per site.

12. Summer Demonstrations - In the summer of 1979, all available discretionary SYEP resources were used for evaluations of the program and for structured demonstration projects. The demonstrations tested alternative approaches for solving specific problems or bolstering specific aspects of SYEP. While these provided important information, they should be continued another year with full knowledge development activities in order to determine the learning curve effects once the programs have settled down. The followng demonstrations would be considered for refunding:

a. Recruitment and Training Programs, Inc. (RTP), provided needs assessment, career exploration, motivational training, consumer education, counseling, placement and follow-up services for 480 SYEP-eligible youth who were high school graduates or dropouts in order to test the transition potential of the summer program. Using a randomly selected control group, changes in attitudes, career awareness, and job knowledge and other variables were assessed over the course of the summer. There was a comparison of termination status and a 2-month followup to determine placement rates and education progress. There were 4 project sites.

b. The Human Resources Development Institute (HRDI), building on its experience under the summer Vocational Exploration Program, provided counseling, supportive services, union orientation and job placement assistance to 245 high school graduates enrolled in SYEP in 1979. The prime sponsors in seven selected sites enrolled youth, paid their allowances or wages and handled other administrative functions. HRDI, through its field network, developed worksites which would expose youth to a variety of skills, and provided services and assistance to enhance future employability, particularly helping them to access opportunities in the unionized sector. A control group of high school graduates SYEP participants who did not receive these special services was selected in each site and followed up both 3 and 6 months after the termination of the program.

c. The National Urban League (NUL), in three sites, identified youth in transition who were performing well in their summer jobs. They were given an array of pre-employment services to supplement the work experience and they were placed in private sector jobs as well as given worksite followup for 3 months into the fall. There was a control group of youth who did not receive these extra services in order to determine impacts.

d. SER/Jobs for Progress conducted a project in six separate sites to assess ways to use SYEP to encourage return to school. A fourth of the 1,000 participants were dropouts, one-half high school students and a fourth high school graduates. These youth received services focused on returning them to school or continuing their education including career counseling and assistance in securing in-school work experience. There was a sample of youth wh did not receive the educational-oriented services.

e. Under the Vocational/Educational CETA Summer Youth Program, the Office of Youth Programs transferred funds to the Bureau of Occupational and Adult Education in the Department of Health, Education, and Welfare which, in turn, provided grants to four selected institutions of post-secondary vocational education with an emphasis on minority institutions. They offer a combination of classroom training and work experience to high school seniors, dropouts and first year post-secondary vocational students to motivate them to pursue further vocational education. The project served 300 youth. A control group was selected at each site of youth who did not receive services.

f. Under agreement with the Office of Education, the Department of Labor transferred funds to the Bureau of Higher and Continuing Education for six projects which served 500 Upward Bound participants-- disadvantaged youth in their junior and senior years of high school who were exposed to a college setting over the summer in order to encourage their continued education. These youth were provided part-time work and a career-related curriculum. The aim was to determine whether the earnings could improve the attractiveness of the program and the propensity of participants to continue on to college.

g. Opportunities Industrialization Centers of America conducted summer career exploration projects in seven different sites serving 1,800 youth of whom 450 were referred from the criminal justice system. Modeled after the Cadet Intern Concept of Reverend Leon Sullivan, the program heavily emphasized motivational training, career exploration, consumer education, needs assessment, supportive services and work where appropriate in order to determine whether the summer experience could reduce juvenile delinquency and crime and could alter the attitudes, aspirations and awareness of youth with serious problems. There was a randomly assigned control group, pre- and post-tests and a 3-month followup to determine outcomes.

h. To test the impact of a motivational experience for SYEP participants, the NFL Players Association together with a consortium of unions operated summer camps in five cities which provided SYEP participants from surrounding areas 1- to 2-week programs of motivational training, career exploration and sports training. Sports figures played a key role in the recreation which was supported with Community Services Administration recreation money under an interagency agreement. A sample of regular summer participants and camp participants followed up to determine whether this short-term intervention improved their summer experience and its impacts.

In the summer of 1980, these disparate demonstrations would be fine-tuned based on the 1979 summer experience. The cost would be an estimated $11.0 million. All research activities could be continued so that the 1979 experience could be compared with that in 1980.

New Initiatives

This agenda of existing and developed projects is quite extensive; however, there are several focus areas where new initiatives are required. First, evaluations and demonstrations have suggested several program dimensions which need improvement. Second, alternative design and delivery approaches have emerged which need to be tested. Third, continued attention is required for the problems of special needs groups in order to develop models which can be applied throughout CETA to increase youth service levels.

1. Program Improvement Efforts - There is room for improvement in current programs, particularly in the areas of vocational training, use of allowances for incentives, better use of technology including computers, enrichment of work experience, and follow-up on nonpositive terminations.

a. Vocational Improvement Effort - The Job Corps initiated a major experiment in fiscal 1979 to test alternative basic education approaches. It also evaluated the effectiveness and impact of all vocational offerings in Job Corps centers. Alternative vocational curricula were reviewed. For fiscal 1980, it would then make sense to initiate controlled tests of vocational approaches to determine which would most effectively serve Job Corps youth. This would include tests of computerized learning procedures as well as different sequencing of experience based learning, work and classroom training. The experiment would be piggybacked on top of the Educational Improvement Effort and could be accomplished for approximately $200,000 in discretionary resources for evaluation and experimentation, with Job Corps program funds utilized for course materials and equipment.

b. Wage and Allowance Experiments - The major portion of expenditures for employment and training programs for youth go directly for wages, salaries and allowances for youth. For the most part, programs simply pay the minimum wage for both wages and allowances. There are, however, possibilities of trainee exemptions under CETA, and there are allowance waiver procedures. Incentive allowances are also possible. It is important to experiment with alternate payment methods. The use of bonuses and educational stipends might improve retention, completion and performance in programs. Likewise, the elimination of arbitrary payments might make it easier for CETA to link with the education system. There are structures in the law which need to be scrupulously maintained, but there is room for experimentation. The cost is essentially that of evaluation presuming several prime sponsors can be encouraged to participate within their current flexibilities. The 1980 estimated cost would be $300,000.

c. Computerized Assessment - There is a battery of standardized tests which have been developed to assess motivation, occupational awareness, aptitudes scholastic achievement and the like. It should be possible to standardize these tools into a simple assessment package which could be developed for a programmable minicomputer which could be made available to all prime sponsors at an extremely inexpensive rate. The developmental work would require validation relative to personal assessments of counseling experts. This would be a supplement rather than a substitute for other counseling tools. The cost would be an estimated $300,000.

d. YACC Enrichment Demonstration - YACC emphasized employment and provides little in the way of employability development services. It is important to test in the conservation setting whether enrichment through education, counseling and other services results in more positive outcomes. Enriched components would be added in a sample of residential camps and nonresidential sites. The experience of participants in these sites would be compared to the experience of other enrollees. Regular YACC funds would be used for this purpose with YETP covering the evaluation.

There would be two focus areas: Linkages to higher education and transition services. These efforts were approved in the 1979 Knowledge Development Plan but no agreements could be developed with the Departments of Agriculture and Interior. The assessment of these projects would be combined with an overall evaluation of the program. The evaluation cost would be approximately $400,000 in fiscal 1980.

e. Job Corps Follow-Through - The placement system in Job Corps has been criticized by GAO. Many participants apparently receive no help in readjustment or job search after leaving the program. On a demonstration basis, in a single State, arrangements might be made for individualized followup of each trainee reentering the State. Nonpositive trainees might be offered another chance in Job Corps in a training program or center more compatible with their needs. The delivery agent would handle placement and would have a set-aside of IWEP slots to get youth into jobs. The aim would be to test whether these approaches could shorten the readjustment period and could lend to an improved rate of return to Job Corps for those who could benefit from its services. The operational cost would be from Job Corps funds with discretionary youth resources covering the evaluation costs which would be approximately $250,000.

f. Second Chance Program - The average youth participant in CETA remains less than 6 months. Many of the "nonpositive terminations" could benefit from follow-up and continuing assistance. In fact, they are the ones who need help the most. While they might wander back into CETA programs in the future, the services they receive are rarely adjusted in light of the problems previously encountered. There are few mechanisms to insure continuity of service.

One approach is to utilize a community-based organization which can develop special expertise in the methodologies. It might be useful in this case to concentrate on youth with special problems such as those with illness, behavioral disorders, substance abuse problems or criminal involvement. The aim would be to insure careful one-on-one followup to provide the specialized assistance they might need and to package a model which could be sold to prime sponsors by community-based organizations. The cost in fiscal 1980 would be an estimated $1.0 million.

g. Parental Involvement Demonstration - The education system makes an active effort to involve parents in school-related activities, and parental involvement is considered a key to successful education.

There are ways parents could be more involved in employment and employability development efforts. The mechanisms include parental contact and cooperation in evaluation of employability development plans, worksite "report cards" for young teenagers, training of parents to teach their sons and daughters more about the labor market, clubs and activities to involve parents and participants in career development and job search, and employment of parents in programs to serve in varying capacities on a part-time basis. There are few models for such activity, much less any test of whether they are worthwhile. Under this demonstration, several efforts would be initiated by prime sponsors or community-based groups. Discretionary funds would be utilized to augment regular programs and to provide for the evaluation. The cost would be an estimated $1.0 million.

h. Private Sector Career Development Awards Programs - There are too few incentives for participants in CETA youth programs and too little recognition of achievement. Under the 1979 SYEP, the Xerox Corporation donated one-half million dollars for recognition and support of exemplary summer programs and participants in selected sites. Conversations with business executives have indicated a willingness to augment government efforts which will recognize and reward exemplary economically disadvantaged participants. The aim of this project would be to administer Corporate Career Development Awards expected to total in excess of $2 million annually to be given to selected CETA youth participants. The Business Rountable would administer this effort. Once adequate pledges were secured, discretionary funds would support the administration of the project until it would hopefully become self-sustaining. The estimated cost is $100,000.

2. Design and Organizational Alternatives - The CETA planning, funding and delivery system involves a set of implicit approaches for the design and organization of activities. Localized programs are rarely multi-year in nature because of 1-year funding. Projects tend to be small in scale, stressing entry level work, because concentration is not politically tenable. There are alternatives which need to be tested.

a. Comprehensive Opportunity Project - This demonstration would seek to develop a prototype of multi-year, comprehensive services, individualized entitlement program and to test its impacts on youth. The project would be designed as follows:

A geographical area would be selected in a central city. The area would be defined so that it had some definable boundaries and so that it contained approximately 500 youth ages 14-17. An attempt would be made to register all 14- to 17-year olds in this area, to assess their needs and potential, and to develop an employability plan and record. They would be tracked and assisted through age 21.

A Human Research Development Account would be established for each individual. This would provide funding for work experience, transition services, remedial education and other requirements for employability. The funding would be based on unit costs of different types of services, assumptions about what youth need, and estimates of what can be provided from available resources. The "guarantee" might be defined as 6 months of remedial education; 2 years of transition services in school and/or 6 months outside; two summers of subsidized work experience and two of in-school work for students or 1 year of "aging vat" work experience for out-of-schoolers; or 1 year in a transition job either in the public or private sector. The total cost of this package might be, say, $20,000 for each youth. Existing programs might, on the average, provide $10,000 worth of such "entitled" services. The project would provide the remainder. Total cost would depend on take-up rates by youth, but the entitlement would be real.

The project would be operated by OIC/A, probably in Philadelphia, where it has already established many of the service components. OIC would create a comprehensive service unit in the area to arrange for all prescribed services. It would arrange transition services and summer employment as well as remedial education. Entry employment experiences, as well as more advanced ones in the private sector, would be created for out-of-schoolers. In addition to employment services, there would be a set of activities for all participants stressing broad development and self-help approaches including motivation training and job search assistance. The levels of such programs would be adjusted over time based on the individual employability plans. In the first several years, because of the ages of participants, transition services and aging vat programs would receive priority. As youth aged, private sector oriented activities would become more important in the mix.

The program would serve the 14- to 17-year-olds as they aged and would extend services to new residents as well as those reaching the entry age level. Youth in school or out of shool but not yet having attained any skill or demonstrated work maturity would be considered cadets. The youth would become interns when they attained basic awareness of the world of work, demonstrated maturity on a job, and had completed high school, a GED or could clearly not be convinced to return to school. They would then become interns eligible for transition jobs in the public or private sector. Once completing these jobs and securing employment, they would become "mentors" and would be solicited to work on a continuing basis with the project as role models. Likewise, the interns would work with the cadets on a continuing basis. Parents and community members would also be involved on a volunteer basis to serve as "mentors" using a Big Brother-Big Sister approach with a focus on employability.

There would be a set of simple standards of performance for youth in the demonstration. The "entitlements" would be conditional upon effort and accomplishment. If participants would not perform adequately in training or work, they would be moved to remedial components in order to further prepare themselves. There would be second and third chances, but at each step there would have to be acceptable performance to stay in the service unit or to move forward. Wage and allowance payments would be designed to provide incentives for moving forward and for personal accomplishment. The cadets age 14-15 with no previous work experience might be paid the learner's wage. Interns, on the other hand, would be placed in jobs above the minimum wage insofar as possible. Allowances for nonwork activities would be designed for their incentive effect.

The project would be run as a multi-year demonstration. A sampling of youth outside the entitlement area would be tracked periodically to determine all aspects of change to be compared with youth who receive more intensive assistance in the COP.

The estimated cost for the first 2 years would be $4.5 million with $2.5 financed under the Entitlement program. The evaluation would be undertaken as an extension of the Entitlement research.

Labor Union Youth Employment Intermediary - The Youth Employment and Demonstration Projects Act (YEDPA) encouraged the participation of organized labor in youth programs, authorized expanded apprenticeship activities, and introduced new procedures for notification and consultation with organized labor in order to avoid displacement and to assure competitive wage levels. Under the youth programs, there has been a positive record of interaction between CETA prime sponsors and local organized labor. A range of demonstration projects have been initiated at the national level which involve the labor community. However, these efforts have been limited by the lack of scale, continuity and comprehensiveness and union "ownership" of the delivery mechanism.

This demonstration would establish a nonprofit intermediary corporation by a consortium of construction unions with a board of directors representative of these unions. The intermediary would have a staff responsible for mounting and administering several action projects as well as serving as an information conduit to local organized labor on youth employment issues. Specifically, the intermediary would perform the following functions:

First, it would directly receive youth program funds which would be used to payroll youth working on public Davis-Bacon projects in five selected geographical areas. Special components would be developed which would integrate these young employees with other workers. They would serve in a learning capacity. The intermediary would, subsequently, seek to place them in regular apprenticeship or entry jobs when they attained an adequate level of competence.

Second, a large-scale public housing project would be selected where extensive modernization would be required. A 3-year plan would be developed for renovation, weatherization, and crime control. The intermediary would plan and administer the project with joint funding by the Departments of Labor and Housing and Urban Development The project would be comprehensive, involving all major skill levels and crafts with work ranging from the entry level to journeyman employment within the project. Insofar as possible, young persons from the public housing project would be employed.

Third, the intermediary would contract with community-based organizations involved in HUD's urban homesteading program where multi-family unit renovation occurred. Under this initiative, CBO's are being titled to urban properties and are then responsible for renovation. If these projects have more than eight units, they are subject to Davis-Bacon coverage. By contracting with the intermediary, the CBO could accomplish the work more cheaply than otherwise because the youth worker wages would be paid by CETA funds through the intermediary. There would be skilled work consistent with Davis-Bacon. The highest quality training would also occur. This would also involve labor unions in a potential growth area.

Fourth, the intermediary would provide technical assistance to prime sponsors and local organized labor around the country who would be interested in mounting similar projects. it would be funded with a set-aside of youth program resources.

Fifth, the intermediary might develop other projects in growth industry areas such as solar energy, conservation, weatherization or handicapped access. These would be multi-year projects with multiple skill levels. It is understood that such projects would only be considered after the other activities were well underway.

The cost of this effort would be approximately $3 million for 18 months with funds from HUD for the public housing and urban homesteading projects. This project would be operating beyond 1980 and would involve a continued commitment.

3. Projects for Special Needs Groups - The youth initiatives do a good job of targeting on economically disadvantaged young persons. However, there are significant segments of the youth population which need more attention. These would include handicapped youth, solo parents, offenders and other troubled youth, as well as youth isolated in rural areas.

a. Handicapped Youth Projects - The limited CETA efforts for handicapped youth have focused on mainstreaming, enrichment and basic life skills acquisition more than employment in regular work settings. It is the fate of many handicapped youth to continue in sheltered workshops and never get the opportunity for meaningful self-support. At the same time, many firms are under pressure to meet affirmative action requirements for the handicapped. Sheltered workshops rarely serve to provide trained employees; in fact, they tend to hold onto those who become productive. Vocational rehabilitation agencies sometimes ignore youth while schools have few linkages to employers. There is a need for modeling and demonstration activity.

(1) Handicapped Youth Transition Project - This concept was developed by Control Data Corporation which would be administered jointly with a community-based organization. The project would operate in three sites for 2 years.

First, a team would be established in each site to recruit employable handicapped youth from vocational rehabilitation agencies, sheltered workshops, schools and other agencies. The team would develop a detailed individualized profile on each recruit, specifying strengths and weaknesses.

Second, another team in each site would work with the private industry council and would undertake intensive job development in the private sector. Detailed job descriptions and requirements could be prepared for each job offered by participating companies.

Third, individuals and jobs would be rotated, hopefully giving each handicapped youth a choice of three or more settings. The individual would then be given some hands on occupational exploration and would select one of the offerings.

Fourth, the youth would be placed in a "sheltered" setting within the firm or plant. He or she would work one-on-one with a trainer learning all the steps of the job. Here, the aim would be to learn all the tasks required on the job without regard to the speed of performance.

Fifth, advanced but still sheltered work would place the youth in an actual production setting under the guidance of a "mentor." The mentors would be regular company employees who would serve as "job role models." Once the youth demonstrated proficiency and speed, he or she would become a regular employee.

Sixth, at each step the individual and the family would receive counseling and other support services.

The demonstration project would be operated in three sites. It would seek 100 placements in each site. The aim would be to develop a model which could be replicated by Private Industry Councils and community-based groups to better serve this important target group. The cost would be approximately $1 million.

(2) Support Services Demonstration for Handicapped Youth - There are limited linkages between vocational rehabilitation agencies at the local level, special education personnel who deal with handicapped youth, and CETA prime sponsors. One way to explore and promote such linkages would be to establish a Support Service Coordination Team in four selected localities in the Nation. These positions would be funded only where local agreements have been negotiated between VR treatment agencies, CETA and the schools.

The missions of these coordinating teams would be as follows:

First, they would survey all formal and informal linkages between CETA, VR agencies and special education components in the localities. Participants and unsuccessful applicants in CETA youth programs as well as supervisors would be interviewed by a common instrument in order to determine the possible need for supportive services. Youth participants in special education components in the VR caseload would be interviewed by a common instrument in order to determine their work experience and qualifications for employment and the potential benefits they could achieve from participation in employment and training programs.

Second, the coordinators would seek to arrange linkages between the three systems. CETA handicapped youth would be given special supportive services as needed through arrangements by VR. Handicapped youth in VR and special education would be slotted into CETA programs. Handicapped programs might be provided funds for hiring limited numbers of youth, for instance, in the summer, as a complement to education efforts.

Third, the coordination teams would include at least one analyst or researcher. Each activity would be documented and assessed, i.e., there would be reports on interrelationships between CETA, rehabilitation and education agencies, the needs of CETA youth, the employment requirements for youth in these VR and education caseloads, the possible linkages which would be established and the success of these models.

The project would be jointly monitored by the Departments of Labor and Health, Education and Welfare under the terms of an interagency agreement.

The estimated 18-month cost of the program in three sites would be $600,000.

(3) Under the State YACC program, funds would be provided for hiring handicapped young persons. Several models would be tested in each of these selected States. The models would include residential and nonresidential approaches, those emphasizing work and others with a greater service orientation including an "outward bound" experience, and those operated as separate components vs. individual assignment. The projects would be studied under a single evaluation framework. The cost, assuming sharing from State YACC funds, would be $1 million.

b. Special Efforts for Solo Parents - The incidence of birth out of wedlock continues to rise among young teenagers, particularly minorities. A recently completed survey of poverty areas revealed that over half of all 19-year-old females who were poor and who had not completed high school had a least one child; only a small minority were married.

Young women are underserved in youth employment and training programs, but young women with children receive even less attention. Under the Work Incentive Program, emphasis is given to serving AFDC recipients with older children, hence, few young teenagers are assisted. The reasons are clear: The employment problems of young women are complex enough, and the problems related to motherhood compound the difficulties. Treatments for this group are not likely to be as successful as those for other groups. The services will generally be more expensive while the linkages and packaging necessary to have any success are difficult to achieve. Finally, there is limited information in the CETA community about how best to reach and assist young teenage mothers.

A coordinated research, demonstration and replication effort is, therefore, needed to increase services to young mothers under CETA. The approach would be as follows:

(1) Existing youth programs at the local level would be assessed to determine the extent that young mothers are being served in both special and regular components, the service strategies and the linkages to provide these services. Alternative and innovative approaches would be identified and the common elements would be assessed. A technical assistance guide and perhaps a film would be prepared to aid prime sponsors in implementing programs. The survey results would provide needed information concerning the impact of youth programs.

(2) A small working conference of experts has been convened to develop 10-15 models of possible interventions. Some of the ideas that have been discussed include self-help clubs, pairing of young mothers who have "made it" with young women having their first child, working with multi-generation welfare families to see if their problems can be addressed as a unit and projects focusing on upward mobility, i.e., getting

better jobs rather than just entry jobs. The conceptual models will be fleshed out and 5 to 10 will be implemented on a demonstration basis by selected grantees. The funding will come from OYP through the Women's Bureau which would administer the projects. In each case, there would be an effort to refine the model so that it could be replicated by prime sponsors.

(3) In order to solicit and identify the creative ideas which exist in the CETA system, OYP would initiate a competitive grant program through prime sponsors. In the competitive selection, consideration would be given for innovative ideas, linking with other sources of funding and use of community- and neighborhood-based groups as well as the administrative feasibility and demonstrated effectiveness of the proposed deliverer. The competition would help to focus interest on young mothers and would serve as a source of information about the types of activities and the innovative ideas in the system. Approximately 10 grants would be funded through the ETA regions, with the Women's Bureau responsible for selection, for approval of demonstration elements, and for assessment and modeling. Again, there would be an effort to refine the models so that they could be replicated by prime sponsors. The funding would consist of resources reallocated to the regions under the CYEP approach.

In cooperation with OWIN and OPER, OYP would contribute to a set of demonstration projects young mothers to be operated by MDRC. These would serve to refine service model options.

All these projects would be assessed by a single design that would focus on process as well as impact. The aim would be to develop a set of replicable models as well as to find out what works best for young parents. The net cost from discretionary funds would be $2.65 million in fiscal 1980.

c. Interventions for Troubled Youth - There are many youth who cannot participate successfully in employment and training because of behavioral problems, substance abuse or other difficulties. Two major initiatives are planned in fiscal 1980 for such youth.

(1) Troubled Youth Intermediary Demonstration - Traditional educational and employment programs are often unresponsive to the compound needs of troubled youth. To deal effectively with this target group requires comprehensive support, continuity of assistance and multiple chances; this in turn, demands a delivery mechanism which can provide a full range of services on an individualized basis.

Local youth services providers have found it very difficult to package programs that offer employment and training complemented by the necessary supportive services because of the multiplicity of funding sources from the Federal level. There are high costs associated with packaging as well as conflicting regulations which serve as barriers to the development of effective programs.

One approach to achieve coordination is the use of a public/private intermediary corporation to provide technical assistance, information, evaluation and support to public and private youth serving agencies. The national public/private corporation would serve an active brokering function between Federal agencies, foundations, and local service delivery programs, marshalling local resources and targeting Federal dollars to promote program designs directed at troubled youth. By combining public and private resources and approaches in a single organization, by bridging local and Federal concerns, by combining an action orientation with technical expertise, evaluative capacity and adequate resources to overcome the short-term orientation demanded by the funding availability of most programs, the intermediary will serve as a catalyst to cement relations between disparate institutions and programs while promoting more comprehensive and efficient packaging.

The primary responsibilities of the new intermediary would be as follows:

- to provide detailed technical assistance and packaging support to local agencies during the design stage of multi-service projects to be funded by existing Federal and local programs;

- to design "model" projects for troubled youth and to support and implement these locally through other agencies;

- to assemble and disseminate information about programs and policies relating to troubled youth. Federal resources for these youth; exemplary multi-service projects; and pertinent research efforts;

- to conduct evaluation efforts to carefully measure what types of multi-service youth program models work best for whom;

- to provide a continuing independent assessment of youth policies and programs to identify possibilities for changes at the Federal and local level which would eliminate barriers to multi-service approaches, and recommend improvements, and

- to stimulate and support locally initiated multi-service programs which show significant potential for replication as a program model.

The intermediary concept has been fully developed as a partnership which would be carried out under interagency agreement with three other agencies, the Departments of Justice, Agriculture and HEW, under the auspices of the President's Interagency Coordinating Committee on Youth. The Law Enforcement Assistance Administration would play the lead role in this effect. All administrative arrangements have been made and the project is ready for implementation at the beginning of 1980. The Department of Labor would contribute $2 million and the other agencies would contribute $4 million.

(2) Support Services Demonstration for Substance Abusers - Alcoholism and drug abuse are major problems among youth and certainly among those who participate in youth programs. While supportive service arrangements are made for some youth under CETA local programs, and while there are isolated durg treatment and alcoholism prevention projects funded at the local level, the substance abuse issue has not been given wide attention in CETA. Likewise, there are graduates from drug and alcoholism programs who are ready for and need jobs if they are to continue toward full rehabilitation. More information is needed on the subject as well as models of coordination.

An initial step in this direction would be to establish Aocoholism and Drug Abuse Coordinating teams in three selected localities in the Nation. These positions would be funded only where local agreements have been negotiated between drug treatment agencies and CETA. These coordinating teams would survey all formal and informal linkages between CETA and drug treatment agencies in the localities and would analyze the success rates of participants who were substance abusers. Participants and unsuccessful applicants for CETA youth programs as well as supervisors would be interviewed by common instruments in order to determine the possible need for supportive services. Likewise, youth participants in drug treatment programs would be interviewed in order to determine their work experience and qualifications for employment. The coordinators would, then, seek to arrange linkages between the two systems. CETA youth would be given drug screening and information about drugs, including the use of peer counseling by substance abusers now in treatment. Referral arrangements would be worked out for participants with substance abuse problems. Nonpositive terminees from youth programs who are suspected of drug or alcohol problems would be followed up for intensive treatment. Drug treatment programs would be provided funds for hiring limited numbers of youth as counselors, outreach workers, and the like. Employment and training slots within the CETA youth programs would be set-aside for referrals from drug treatment agencies.

The coordination teams would include at least one analyst or researcher (as well as one youth trainee who himself had a substance abuse problem). Each activity would be documented and assessed, i.e., there would be reports on interrelationships between CETA and drug treatment agencies, the needs for CETA youth, the employment requirements for youth in drug treatment, the possible linkages which could be established and the success of these models. The result would be a comprehensive technical assistance guide for CETA and drug abuse agencies. There would be a central research and administrative agent responsible for the entire set of activities.

The project would be jointly developed by the Departments of Labor and Health, Education and Welfare under the terms of an interagency agreement. A three-member advisory committee would be selected to pick the sites and the research agent.

The estimated 18-month cost of the program in three sites would be $.6 million.

d. Rural Youth Initiatives - The problems of rural youth are quite different from those of young persons in urban areas. Isolation, lack of contact with the labor market and limited socialization opportunities, all offset their adjustment. For migrant and Indian youth, cultural issues accentuate the differences.

Special programs and designs are needed. A range of rural initiatives were put in place in 1978 and 1979. These would be supplemented by the following initiatives:

(1) Rural Citizen's Rights Project - The NAACP will demonstrate the effectiveness of utilizing disadvantaged high school students and recent law school graduates to provide specialized legal services, and citizens' rights training to employment and training program staff and CETA program participants in rural areas of substantial unemployment.

The NAACP has had a long-standing commitment to ensuring that minority persons are afforded the full range of legal rights and remedies. A critical factor to realizing legal rights by minorities has been access to the system and knowledge of the rights and remedies available. Typical problems of particular concern in the minority community which require legal attention and knowledge are: tenant/landlord issues; financial contracts; rights of the accused; voter registration; legal education for consumers and participant or client rights.

Under this project, the NAACP, in cooperation with the Street Law Institute and under the direction of an experienced advisory committee, will develop a curriculum to be utilized in the training of citizens' rights teams consisting of one recent minority law school graduate and three minority high school students, and another curriculum for use by these teams in training community residents, employment and training staff members, and CETA program participants. In addition, the NAACP and the Street Law Institute will cooperatively develop several action project models which will seek to apply concepts of citizen's rights to meeting community

TRANSLATING KNOWLEDGE INTO POLICY

The knowledge development activities under the youth initiatives represent the largest and most carefully structured effort in history to apply research, evaluation and demonstration techniques to examine a social problem and potential solutions. Even with rapid implementation and quick turnaround of findings, the results in many cases will not be available for several years. For instance, under Entitlement some youth will participate for 3 years and will then be followed up for a full year subsequently with the results not available until 6 months later at earliest. Most of the demonstrations to be initiated in 1980 are for 2 years and will not yield evidence on impacts until the end of that period. The new longitudinal survey of youth will yield new information for 5 to 10 years depending on how long it is extended. Obviously, "knowledge development" and the concomitant policy reformulation must be a continuing process, with the full payoff of 1978-1980 investments coming over many years.

Stable mechanisms must be established for assessment of the information as it comes available, as well as for translation into policy terms and widespread dissemination. Balance must be achieved to assure that there is objective, multifaceted involvement in this assessment process. To supplement limited analytic resources within the Department of Labor, and in order to achieve independent perspectives, it is critical that a full range of outside mechanisms be utilized.

1. Minority College Involvement Project - Public policy interventions to improve the employment status of minorities, women and the disadvantaged have almost exclusively focused on entry opportunities. For the most part, these interventions have been short term with limited followup. Their primary aim is to find work for those who are unemployed. Correspondingly, the gains to participants have usually been short term, reflecting greater stability of employment rather than increased wages. Through human resource development investments, employment

and training programs have sought to provide better access to existing entry opportunities. There has been comparatively little effort to alter existing employment structures or to work within them to provide career ladders. Research into the internal labor market has revealed the crucial importance of gaining access into job structures with career potential, as well as the importance of being able to navigate within these job structures. The intractability of race and sex income differentials suggests the need to move beyond concern with employment opportunities to concern with career opportunities, and from programs which aim at employment to those which aim towards access and realization of career progressions.

There is much that can be learned about the career advancement and mobility process from the knowledge development projects initiated in 1978-1980. This is a major dimension which needs to be exploited.

By the same token, minority institutions need to be involved in the research and demonstration process to a greater degree. "Knowledge is power" and, to date, there has been little effort to develop the capacity of these institutions to compete for research and demonstration funds. It is, therefore, proposed that a consortium of minority colleges and universities be formed as members of a Career Advancement Institute. The Institute would have three fundamental roles:

1. It would conduct research on the causal factors which promote and inhibit career survival and upward mobility for minorities and women in different occupations and industries including the military and the public sector.
2. It would coordinate, assess and conduct a series of demonstration programs to explore public policies which might be used to enhance career mobility and advancement of minorities and women.
3. It would sponsor forums and develop policy statements on issues affecting advancement and mobility including analysis of the results of demonstration projects funded under YEDPA.

The Career Advancement Institute would be structured as a nonprofit intermediary with a Board of Directors representative of the consortia of minority universities. The Career Advancement Institute would have three divisions:

1. Research Division - This would focus on "action research," identifying targets of opportunity for public policy interventions. It would issue a series of research reports on the issues including an early summary and assessment of available literature. Part of the process would be a dissertation grant program providing support to minority, disadvantaged and female researchers who would be exploring mobility and advancement issues.

2. Policy Assessment Division - This would hold conferences and seminars on mobility and advancement issues. It would prepare policy statements. It would assess legislative developments and governmental decisions. Finally, it would coordinate groups and researchers involved in different aspects of mobility and advancement issues.

3. Demonstration Program Division - This division would mount action programs aimed at determining how best to overcome barriers to mobility and advancement. These projects would be integrated with research activities and would provide an input into the policy assessment process.

The Department of Labor would provide support for the primary activities of the Institute. The Employment and Training Administration's dissertation grant program has a demonstrated payoff in attracting the highest quality new researchers into critical policy research. It would be possible to fund such an activity through an intermediary. There would be a double social utility in that disadvantaged minority and female researchers would be supported in the advancement of their careers while a structured research base could be prepared on mobility advancement issues. Ten $20,000 2-year dissertation research grants would be given to MA and PhD students each year at minority member colleges. Second, the Institute might be used to assess how CETA programs could have a greater impact on career opportunities as well as what is now occurring within the system. This would be done through a research grant with the Office of Youth Programs. Third, the Institute might mount demonstration programs which have already been conceptualized and approved. The 1979 Knowledge Development Plan called for a demonstration to "test the feasibility of providing information focused on youth who have already entered the labor market and have a good possibility of being stranded in secondary jobs. The target groups would be economically disadvantaged 19 to 21-year-olds, with the information individualized to consider previous job experience and attained skills and with advanced education in minority institutions." Obviously, such a demonstration would be central to the work of the Career Advancement Institute.

The funding for establishing such an Institute might come from private foundations. However, the action items would support the staffs in the three divisions. The cost is estimated at $2.5 million.

2. Minority Research Perspectives Project - A major focus of research efforts has been to determine the cause of racial differentials in employment, earnings and occupational advancement of youth. By its nature, research rests on hypotheses, methodologies and interpretations of evidence which leave room for bias. It remains a fact of life that minorities are underrepresented in the research community, so that most of the work which has been completed to date has been undertaken by nonminorities. There is a need for reassessment of the methodologies and conclusions of this labor market research. This can be accomplished through a process in which major research papers are submitted for review by minority experts. A conference might then be held on the subject. The arrangements could be made through a minority college. Since most of the research work on racial differentials has already been completed and since reviews would take less time than the initial research, it should be possible to arrange for such a conference by December 1979 so that it could still have input into the policy formulation process. The cost would be approximately $150,000.

3. Minority Research and Demonstration Participation Project - Resources for research evaluation and demonstration activities related to social programs have been increasing rapidly with the greater emphasis on experimentation and accountability. Most Federal, State and local agencies responsible for funding such activities are under mandate to utilize minority and minority college research agents whenever possible. There are a number of small firms which have been established to meet this market, of which only a few have developed to even a moderate degree due to the small proportion of all Federal research, evaluation and demonstration funds which end up going to minority firms. There are a variety of reasons. Established larger firms have developed specialized units to identify and secure funding. In many cases, the individuals who head or are hired by these firms have extensive and continuing contacts with Federal officials. From the other perspective, the bureaucracies responsible for distributing research, evaluation and demonstration funds are frequently unfamiliar with or uncertain of the capabilities of the usually smaller minority firms and minority college research institutes. There is no mechanism for packaging these groups together to bid on larger-scale projects, so that most of the minority firms end up as subcontractors and have to work on smaller projects. The bidding, paperwork and uncertainties of operating numerous small projects reduce profitability and growth potential. Finally, there is no system for developing capacity. Many firms which can deliver an adequate product fail because of lack of bridge financing or administrative skills. They could succeed if given some help.

One potential way to meet this need is to create a non-profit intermediary organization to serve as a broker, a large project manager, and as a developmental mechanism.

The project would be funded with OMBE and/or CSA resources. It would hire a range of the best research, evaluation and demonstration experts and managers with an attempt to attract some of the most skilled in the Nation as well as those committed to building research potential in order to achieve greater equity. The full cost of these packaging and assistance efforts would be financed on a continuing basis in order to aid smaller minority firms.

The intermediary would be formed under the terms of an interagency agreement which would commit several Federal agencies to set-asides of research, demonstration and evaluation resources to be arranged through the intermediary. The activities themselves would be conducted by 8a and minority firms, community based organizations and minority colleges and could be handled through procurement procedures established to increase the funding of such groups. The cooperating agencies would agree to try to make this approach work in order to increase the proportion of funds going to minority and community based institutions.

The nonprofit intermediary would be structured with a board of experts in research demonstration and evaluation activity, with care to avoid conflict of interest. So far as possible, this would be an active board which would help in identifying, developing and guiding projects. There would be three divisions within the intermediary:

Brokering Division: This staff would identify minority firms, minority college research institutes and community based organization research agents. It would seek to assess the capabilities--both weaknesses and strengths--of these groups. It would identify the spectrum of research and demonstration fundings available. It would establish a two-way communication network, making firms and institutions aware of opportunities and decisionmakers aware of the capabilities of these firms.

Development and Assistance Division: This staff would have a range of expertise to assist minority firms, research institutes and community based organizations. It would identify a team of consultants throughout the country who would be available for aiding these organizations, and, where appropriate, it would arrange for needed assistance either from these consultants or in-house. The division would also serve as a clearinghouse or market for matching talented individuals with job opportunities in minority firms, research institutes and community based organizations.

organization of worksites. Another might focus on alternate education approaches or school-to-work transition. One might assess all the rural youth projects or might seek to determine the comparative effectiveness of different service deliverers. It would be important to structure the topics so that they suited the capacities of the different institutions. In general, the aim would be to review and synthesize existing information gathered under 1978-1980 knowledge development activities rather than the preparation of original research. The cost, assuming 10 grants of $100,000 covering 2 years, would be $1,000,000.

The ETA dissertation grant program is another mechanism for arranging review and synthesis of knowledge development products. It has been the practice to solicit proposals on all subjects. An alternate approach might be to provide information on the youth activities to all persons interested in applying for grants and to let them focus on the broad subject areas of youth employment and employability development using materials and data sources generated under YEDPA. The specialized competition, assuming ten grants annually, would be $200,000 for 2 years.

Finally, the small grants program might also be focused on utilization of these information sources. If ten $50,000 grants were provided, a range of topics might be covered for $500,000.

It would take considerable work to assure that the information needed by the institutions and individual researchers would be packaged for them, the topics well structured, and quality assured in the work. It might be necessary then to arrange the logistics for the competition and technical assistance through a single agent which could be familiar with the complete spectrum of materials being prepared under YEDPA. The cost would be approximately $50,000.

5. Continuing Research - A range of research projects were funded in fiscal 1978 and 1979 but there will continue to be issues of importance which will arise, and there are some proposals currently in consideration for 1980:

Management Division: This division would manage large-scale projects which would involve the coordinated work of several smaller agents. Every effort would be made to assure that the intermediary would not compete for projects which could be secured by existing minority and community based groups. The aim would be to mount projects such as supported work or the Entitlement program.

The intermediary could be established quite rapidly. The five keys would be adequate startup funding, an interagency commitment to work with and through this group, very careful selection of board members to identify those committed to this effort and with extensive expertise, very rigorous selection of staff to insure the highest quality at all levels so that the intermediary can successfully perform its functions, and maintenance of demanding performance standards for subgrantees to insure quality control. If the intermediary proved successful at the Federal level, it might eventually be possible to regionalize operations.

Without minimizing the difficulties of establishing such an intermediary and making it successful, it appears that there is enough potential to justify the risk. It would represent a very visible, cooperative effort to solve a real and critical problem.

There would essentially be no cost to the Department of Labor. The research and evaluation work set aside for this intermediary would be from that already outlined for projects in this plan.

4. Institutional, Dissertation and Small Grant Support - The Employment and Training Administration's Institutional Grant Program has helped to build employment and training expertise at a number of colleges and universities around the country. As one part of the process, it might be possible to provide support for assessment of specific knowledge development subject areas at each of the institutions. Resources from YEDPA would supplement those already provided to the schools. For instance, some institutions might specialize in pulling together and assessing all demonstration and research findings related to the value of work under the public programs and the

a. Vocational Education - CETA Linkages - The National Institute of Education is conducting a $5 million evaluation of the vocational education system. More work is needed on the issue of vocational education-CETA linkages. While several process evaluations have identified model programs as well as linkage problems, there has been no definitive study which provides a statistically reliable profile of interactions or surveys the potentials for further linkages. A proposal has been developed by the NIE Vocational Education study group to assess some of these issues.

b. Economic Development and Youth Employment - Increased linkages between manpower and economic development programs are important. There have been several efforts to maximize the employment and human resource development impacts of the Tombigbee waterway project. A proposal has been developed for a comprehensive study of the impact on youth employment and mobility of such massive public works. The proposed study is large-scale and would follow youth for several years.

c. Employment in the Fast Food Industry - Agreement has been reached between the National Manpower Institute and a consortium of fast food chains to permit a detailed employment survey in the industry. It is estimated that as many as one-third of all youth work at some point in this industry. There is much which could be learned from such a survey and, in particular, it could be linked to the private sector initiative effort to study employment under different conditions in industries with standardized production functions.

d. Job Mobility and Youth Unemployment - Two schools of thought have emerged about the relationship between job mobility and youth unemployment--one which sees the process of transition as normal and helpful and another which views it as the reflection of inadequate options and floundering. The National Opinion Research Corporation has proposed a major study of mobility and its consequences using the NLS and CPS data.

e. Discrimination - The pervasiveness of discrimination is usually surmised from the unexplained variance in regression equations. Research matching workers and employers in a specific city might test the issue more directly. Proposals have been submitted by the National Urban League and by the Urban Institute to address this issue, although further refinement is required in both.

Further research proposals will undoubtedly be submitted as data becomes available from the new LS, the CLMS, as well as the Entitlement longitudinal survey and the standardized pre-, post-, and followup information from the demonstration projects. The analytical possibilities will continue beyond fiscal 1980 and it would be prudent to establish a youth research fund in the Department to make full use of these potentials.

A departmentwide research committee has been established to assess all research proposals in a consistent fashion. A research fund of $2.0 million is recommended for 1980 and 1981 to cover all research costs. The active proposals would be reviewed through presentations by the proposal writers and joint decisions would be made early in fiscal 1980 on the first round of projects.

PUTTING THE LESSONS INTO PRACTICE

The youth initiatives have propelled the CETA system into many areas where it has limited expertise. Requirements for academic credit and for linkages between education and work demand an understanding of education systems as well as career and cooperative education approaches. The requests for occupational information and counseling give to CETA the responsibility for choosing between information sources and delivery systems. The requirements for expanded training and vocational education linkages go further than ever in requiring understanding of the content and methodology involved in training youth. The emphasis on serving handicapped youth, drug abusers, young mothers and troubled youth requires information and understanding about their problems. "Knowledge development" has been stressed for prime sponsors as well as at the Federal level, so that information is required about practical applications of evaluation and demonstration techniques, as well as about Federal project findings which might be applied locally.

These new needs cannot be met by existing technical assistance efforts. The ETA-wide review of training and assistance activities reveals very serious deficiencies. There is little investment in the substantive training of prime sponsor and Department of Labor staffs. For youth programs at the local level, there has been both rapid hiring and high turnover so there is an immediate need for such training. While the youth initiatives have resulted in a massive array of written materials and technical assistance guides, as well as a number of conferences, there are limited mechanisms for follow-through to assure that materials are utilized. Applied, one-on-one assistance is extremely rare. Training tends to be abbreviated and focused on process issues rather than substantive areas. Although available materials may cover most needs, there is no brokering mechanism to identify specific materials for specific problems.

In order for the youth initiatives to "take hold" and to produce substantial and continuing changes in service approaches and delivery, it will be necessary to mount large-scale and continuing technical assistance and training activities. These cannot be financed by the regular, limited technical assistance and training allocation. They must be concerned with substance, not just process.

1. Improving the State Role - The resources provided to States for coordination and linkage activities as well as for special programs are critically important as incentive mechanisms, for activities which require coordination beyond the local labor market, and for linkages to State-operated programs. There is limited review of the use of these funds, and almost no technical assistance to improve performance.

One way to meet this need would be to utilize a consortium of national organizations representing the State constituencies with specific functions related to youth employment and training. These would include the National Governors' Association, the National Association of State Boards of Education, the Council of Chief State School Officers and the American Vocational Association. Under a coordinated project, these groups would provide technical assistance in three general areas: First, State-level guidelines and rules including academic credit and school attendance rules as they relate to youth programs, State employment standards for youth, competency certifications for basic skills, employment readiness, academic achievement and vocational mastery, and for occupational information and delivery system; second, needs of special segments of the youth population including handicapped youth, adolescent parents and young welfare recipients, youth under supervision of the State and substance abusers, as well as rural, migrant and Indian youth; third, improving quality and coordination of youth programs through evaluation, assessment and other knowledge development activities, improved technical assistance from the State level, and incentive efforts to link education, vocational education, apprenticeship, work-education and other activities with CETA youth programs.

The process would begin with a compilation and analysis of all youth activities planned and funded from the State level. There would be a report on each State prepared by a team representing each of the consortium members, with the input gathered from plans and from other materials provided by the States.

Review teams of experts from other States would then visit and assess participating States. The aim would be to meet with all the affected institutions, to walk through programs, and to prepare a specific agenda of recommendations based on awareness of practices elsewhere. There would then be a meeting with all State leaders to discuss the findings and to agree upon a strategy for improving programs. An agreement would be developed between the consortium and the State to provide specific types of assistance including tracking of State experts, arrangement for visits to other States, purchase of special expertise, conferences and the like. This would be directed to the specific needs of the State and it would be completely voluntary. Some of the activities might be on a State cost-sharing basis; others would be provided fully through the Federal support of the consortium. There would be specific benchmarks in the agreement between the consortium and each participating State specifying the products to be provided and the actions which would be taken by the States.

This comprehensive approach will be costly and would require continuity. It would be funded for 2 years with an aggregate cost of approximately $1.45 million.

2. Assistance to Community Based Organizations (CBO) - YEDPA requires "special consideration" to community based organizations of "demonstrated effectiveness." There are, however, no uniform criteria of demonstrated effectiveness, or mechanisms for local community based groups to either prove their worth or overcome their problems. Modest support is provided by the Office of National Programs in the Department of Labor for certain national organizations, but this is used chiefly for national organization support as well as the operation of national projects. There is variability in performance among both nationally networked and locally based organizations, so that the needs of one local CBO differ markedly for those of another, and the standards imposed by prime sponsors for assessing qualifications and performance also vary markedly.

While support for generalized information about youth programs and policies will continue to be needed, local CBO's need help in overcoming the specific impediments and shortcomings they find in competing for local funds and in delivering programs effectively. The best method to provide assistance would be to first inventory all sources of assistance, to conduct individualized reviews of local organizations involving prime sponsors in this process, so that specific problems can be identified and technical assistance tailored to meet specific needs. A service agreement might then be drawn specifying the technical assistance which would be provided. The prime sponsor and the deliverer of the technical assistance would then certify that the work had been accomplished.

There are several alternate arrangements. The prime sponsors might be provided funding directly to work with community based organization in certain areas. National organizations of community based groups might be funded directly to give support to their locals. In a State or region, a consortium of CBO's might be formed or might work under the auspices of the State manpower services council. In all cases, the same procedures would be followed: there would be an inventory of available technical assistance services, an independent assessment of need with the participation of the prime sponsor, and the delivery of individualized assistance under the terms of a specific agreement. It would make sense to concentrate on prime sponsors and areas with less effective linkages that need improvement. The assistance would concentrate on substantive areas and not just funding and procedural issues. In all cases, the technical assistance agreements would spell out specific benchmarks of competence to be achieved by the community based groups and to be certified by the prime sponsors.

To pilot this approach, which might subsequently be funded with formula resources or from the national level, it would be conducted with one national community based group, one regular prime sponsor and one State prime sponsor. The cost would be approximately $1,250,000. The aim would be to develop the prototype approach rather than to make major changes in the delivery system under the grant.

3. Vocational Training - CETA prime sponsors have responsibilities for purchasing and providing vocational training for youth. A major source of such training is the vocational education community. CETA contains a number

of inducements and requirements for collaboration which have borne fruit in many areas. A portion of the 6 percent setaside funds are available specifically for linkage activities. On the whole, however, prime sponsor staffs do not have a great deal of familiarity with the vocational education system and what it can offer, or with training requirements and approaches.

There is a need, then, for a broad-based CETA staff training program to assist selected CETA staff members to become more effective purchasers of training. This would have the following dimensions: First, a series of training workshops would be designed and conducted. These workshops will increase both the awareness levels and the competencies of selected CETA personnel in identifying and using appropriate training and program resources. The training workshops and related activities would enable workshop participants to describe how individuals learn and identify the ways in which vocational education can accommodate the learning systems of CETA clients, to identify diagnostic services and procedures which can further assure appropriate training for client employability needs, to identify available program options and select programs compatible with diagnosed client needs, to use such criteria as cost of training, length of training, rate of job placement, and length of client retention on the job, to identify effective methods by which clients are matched to training programs and training programs are matched to jobs, and to identify appropriate placement and follow-through services for clients and employers.

The workshops would result in developing specific technical assistance needs for each prime sponsor. There would, then, be arrangements for individualized assistance under the terms of an agreement developed with each participating prime sponsor. There would be followup also in the sense that the participating primes would be integrated into the vocational education network and provided a range of materials which are offered to vocational education.

This project would be jointly undertaken with HEW and would be contracted through the National Center for Research in Vocational Education. This is the central mechanism for vocational education training and the use of the center would represent a continuing commitment to vocational education-CETA linkages. It would also provide a continuing institutional base for such interaction. The estimated cost of this intensive assistance would be approximately $.85 million.

4. Education Systems and Approaches - CETA prime sponsors are funding alternative education systems under YETP as well as remedial education offerings. They must arrange academic credit for work experience. They are required to interact with local education agencies on a continuing basis and are a possible change agent in the schools. For the most part, however, they are ill-prepared for these activities. Likewise, understanding of CETA among local education personnel varies widely but needs improvement.

There have been a variety of conferences to address the broad issues and to open the dialogue between educators and manpower personnel. What is needed is a more focused and intensive effort which will result in practical suggestions for improved programs locally. The best approach would be a one-week retreat of LEA and CETA officials within a State in which they could be intensively schooled in education and career education approaches, systems and policies as well as those on the CETA side, and where they would intensively examine LEA-CETA agreements, education components of CETA grants, as well as cooperative and vocational education practices in each area. The aim would be to reform and reformulate agreements so that the educational efforts could improve. In each case, a technical assistance plan would be developed for each prime sponsor that would be supported under the LEA, SMSC and vocational education setasides as well as the prime sponsor budgets.

A standardized package on education and CETA background information would be prepared and the remainder would be adopted for State or local experiences. The packages would be prototyped in one State in each region with full Federal funding. There would then be an effort to promote the approach in other States throughout the region on a matching basis. The initial ten conferences and preparation of materials would cost approximately $650,000. Matching from that point would depend on the success of this approach.

5. Occupational Information - Under YEDPA, there are requirements for the provision of occupational information to participants. There are, however, a multiplicity of career information services and delivery systems of varying quality. Only rarely have sponsors imposed standards and uniformity in a single labor market. At the same time, other users such as vocational education, school counselors and the Employment Service may be operating their own systems with little linkage or consistency.

At the State and Federal level, there has been an effort to coordinate data sources and delivery mechanisms through the National and State Occupational Information Coordinating Committees. These were formed in 1978 and in most States are fully operational.

Working through these SOICC's, it could be possible to pull together in a workshop or retreat setting the major figures involved in occupational information and its use for youth. They would be required to bring to the workshop all information available about career information systems they were funding. Besides general exposure to the state of the art, the aim of the workshop would be to suggest ways in which informational systems in each area might be coordinated and improved. There would be an action agenda derived for each area. The National Occupational Information Coordinating Committee would prepare the background materials for the conference and could administer the grant on a matching basis with the funds already provided to the SOICC's. This would demonstrate the Department's continuing commitment to work in a collaborative fashion to improve information and its usage. This would be prototyped in two or three States which would be willing to cooperate on a matching basis with the aim of developing a model which could be funded from regular SOICC resources. The YETP cost would be $500,000 assuming NOICC agreed to participate.

6. Counseling - Counseling is a component of almost all youth programs yet staffs of prime sponsors and delivery agents are unevenly trained in professional methods and alternate approaches. A few technical assistance guides have been prepared, but these have not been focused on the needs of economically disadvantaged youth. School personnel are more frequently accredited, but they do not necessarily have expertise in the needs of CETA clients.

To improve the quality of counseling in youth programs, a standardized package would be developed which could be presented in workshop settings using audiovisuals, youth participation, and seminars along with background readings. Where prime sponsors would want to participate, these workshops would be held for all counselors. There would be a range of presentations by local counselors and one aim would be to establish a network at the local level that would continue beyond the workshops. The purpose would be for the group to inventory each other's approaches and to suggest ways they could be improved. The cost of this local effort would be shared by the prime sponsors. There would be ten regional conferences to bring attention to counseling issues and approaches and to interest prime sponsors in this type of activity. The cost would be approximately $439,000.

7. Knowledge Development - A series of very successful conferences have been carried out in fiscal 1979 to educate prime sponsors concerning possibilities for the use of evaluation, demonstration and research approaches at the local level. These need to be followed up by one-on-one technical assistance which will bring in experts to completely review prime sponsor activities and to suggest specific ways they can be improved as well as assisting in this process. This would include recommendations for staff development including linkages with manpower programs in higher education institutions including manpower institutional grantees.

There would have to be a demonstrated commitment by the prime sponsors to utilize this process, and this could best be accomplished through a cost sharing approach. The effort would occur in perhaps 20 prime sponsor areas a year for two years. The cost, assuming some sharing, would be approximately $450,000.

8. Supervisor Training - The key element according to all evaluators of youth work experience programs is the quality of the worksite supervisors. What they need to know about youth and about basic programs must be both general and specific to different prime sponsors. The aim of this effort would be to develop supervisor training packages and conference formats that could be utilized on a cost-sharing basis by prime sponsors, and then to provide this cost-sharing. The cost would be approximately $650,000.

9. Performance Standards and Records - The CETA reauthorization requires employability development plans for individuals but there has been very little guidance about the form and usage of the EDP. It is widely recognized that the impact measures used for adult programs -- particularly placement rates -- are unrealistic for young persons where participation in CETA is part of a multi-year development process. There is a need for psychometric measures of individual accomplishment as well as more refined descriptions of status changes. A plethora of assessment techniques have been utilized, some quite sophisticated, but rarely have these been used to determine progress within programs. There are major questions about competence certifications. In education, a number of States have adopted competence tests. Private employers have frequently complained that CETA does not differentiate the quality of its participants so that all are assumed to have the lowest common denominator. Certifications for basic life skills, job maturity, reading and writing ability as well as vocational competencies are needed throughout CETA. Finally, given the emphasis on work experience activities for youth, there is the issue of productivity and the return in terms of output of the dollars spent for youth wages and salaries. Some procedure for work valuation is needed to assess these important benefits.

A good deal of work has been done on measurement issues and assessment under the 1978 and 1979 knowledge development activities. The EDP approach has been used by some prime sponsors for a long time as well as by some other programs. Certification is extensive in vocational education as well as in education. Work valuation methodologies have been applied in knowledge development activities. The first step would be to pull together this information in a reasonable format for presentation in regional conferences with prime sponsor representatives. This would occur in 1980. Based on these conferences, prime sponsors seeking to modify their procedures or approaches would be provided individualized technical assistance. The cost would be approximately $350,000 for the background work and the conferences.

10. Youth Participation - The Charter for the youth initiatives stated that "Youth participation should be emphasized" in design, implementation and administration of programs. Evaluations of YETP and YCCIP have uniformly found that effective participation has been limited. Experience has demonstrated the difficulty of youth involvement in planning although it has also revealed opportunities for involvement in monitoring and review, peer counseling, entrepreneurship and other activities. Many prime sponsors tried hard to involve youth but were unsuccessful because of lack of understanding.

The plan for fiscal 1980 is to hold a set of regional conferences emphasizing ways in which prime sponsors have been successful in utilizing youth. This would be followed by one-on-one technical assistance to work with interested prime sponsors to increase their youth involvement. Cost-sharing would be considered but it might be necessary to bear the full cost from the national level. The estimate for 1980 and 1981 would be $375,000.

11. Brokering Assistance Services - This vast array of technical assistance and training activities would add to the base which was established in fiscal 1979 which provides assistance directly to prime sponsors and staff for job restructuring, job development and service to special needs groups. Additionally, voluminous information was gathered in fiscal 1978 and 1979 on model programs. There were a range of mailings of pertinent information on youth employment, training and education. In 1980, there will be copious studies resulting from the national knowledge development activities which will have application locally.

If this information is to be utilized and assistance and training tailored to the needs of each prime sponsor, there must be arrangements for coordinating activities, addressing them to individual needs, and following-through to assure that the information is fully utilized at the local level. A broker is needed to coordinate this individualized assistance. On an as-needed basis, the broker would work with the prime sponsor to suggest ways in which the various mechanisms could best be utilized to fill needs locally. It would serve as a referral point as well as packaging generalized information about assistance options. It would also be able to review the effectiveness of the services offered to assure the highest quality. The estimated cost for eighteen months would be $475,000.

12. Professional Development of CETA Staffs. Prime sponsors can finance staff development activities with administrative funds, but they have not uniformly stressed such efforts. There have been various attempts to develop a professional association which would focus on substantive issues, and there is now an effort underway to form such a group. Youth activities are a major portion of the responsibilities of prime sponsors and it would be important to provide support for professional development. The cost would be approximately $75,000 annually for networking, assuming a contribution from other CETA national office services and the primary support from prime sponsors.

13. Publication and Dissemination - The findings of knowledge development activities -- both those which are useful for research and policy purposes and those which are needed at the local level -- will have little application or recognition unless they are widely distributed. Experience with ETA R&D efforts in the 1960's demonstrated unequivocably that dissemination was a key feature in determining impact and that failure to provide adequately for this left many important findings unexploited. With more than half a billion dollars of demonstration projects, it is critically important that adequate resources be set aside for publication and dissemination. In the technical assistance account, therefore, $100,000 would be specifically designated for 1980 to produce and distribute research, evaluation and demonstration findings.

14. Summer Improvement - A special monitoring effort in 11 large cities in 1979 has identified a number of serious problems under the summer program. These can be solved by earlier and better planning, improved work-site agreements and better training of supervisors and other administrative steps.

Prime sponsors in these sites will sign an agreement to work to improve the program next year through the use of available administrative funds to provide year-round staff and to provide technical assistance. In addition, a Federal contractor will work with the technical assistance personnel in each city and will coordinate and monitor their efforts across the board. The cost for this Federal initiative will be $150,000.

CONTINGENCIES AND SPECIAL PROJECTS

1. The adjustment provisions to correct for changes in the methodology of calculating unemployment in the allocation formula required $2.5 million in discretionary funds in fiscal 1979. Errors in calculating carry-in under the summer program led to necessary adjustments from discretionary SYEP resources. Floods and other crises led to requirements for YCCIP special funding. These needs would be met under this plan with the funds retained by each region from those returned under CYEP, where discretionary resources are being substituted for formula funds in order to allow flexibility for consolidated planning. It is estimated that $12 million will be returned to the regions by this method.

2. In the vast array of projects which are underway, there are constant requests for modifications and supplements to meet unforeseen requirements and to realize new needs. A contingency for such modifications is absolutely essential to maintain operation of the complex array of projects. The minimal amount projected as necessary to meet these needs is $1.0 million. This would be retained by the Office of Youth Programs and applied to longer term projects at the end of fiscal 1980 if not obligated by that point.

3. During both fiscal 1978 and fiscal 1979, numerous proposals were received that were not within the scope of the original plans and yet deserved consideration. Needs arose which had not been anticipated. Provision for such contingencies will be especially important in fiscal 1980 because of the possibility of major changes in the youth legislation which may require additional or supplementary approaches. For these purposes, $7.5 million will be set aside for special projects decided by the Secretary and Assistant Secretary. The special youth projects account will be established in ONP. Any projects not covered otherwise by this plan will be submitted to the Assistant Secretary or Secretary or their designated representatives who will make determinations

on funding. ONP will be responsible for project development and oversight on these funds. A monthly report on project fundings and activities will be provided to OYP by ONP. At the end of the year, those funds not obligated will be applied to continuing youth projects such as the National Longitudinal Survey.

BALANCE, FEASIBILITY AND COST

The 1978 - 1980 youth initiatives represent the most significant commitment in history to assessing and improving a specific area of social welfare programming. Congress and the Administration have provided the Department of Labor an unparalleled degree of flexibility and resources to develop knowledge and to promote changes which will lead to more effective efforts. While youth employment and training programs will continue and perhaps expand, and while the returns of the 1978-1980 investment will accrue over many years, there cannot nor need not be a continuation of structured knowledge development and institutional change efforts on the scale of these last few years. Instead, attention will be needed in other critical areas of social welfare programming. This plan, then, aims to achieve some degree of closure on these dimensions of the youth initiatives. It is a departure from previous knowledge development plans in that it emphasizes follow-through and application rather than massive new initiatives.

A primary criterion for assessing this plan is whether it does, in fact, achieve closure. For the most part, knowledge development activities funded under this plan are carried through their completion. There are refinements which might be tested in the future, but every major intervention or concept will have been tested. This plan continues projects which had already been put in place so that they will operate long enough to assure reasonably clearcut findings. There will be some activities which will need continuing support, such as the National Longitudinal Survey, the Consolidated Youth Employment Program, the Comprehensive Opportunity Project, the Career Advancement Intermediary and the Labor Union Intermediary which, by design, represent multi-year commitments beyond the funding authority of 1980 appropriations; however, most projects in the comprehensive agenda will be supported through termination with the resources provided in fiscal 1980. At the same time, the mechanisms for assessing and applying the results of knowledge development are established in this plan to assure a substantial degree of follow-through and application.

A second major assessment criterion for this plan is its operational feasibility. The activities of the 1978-1980 period are cumulative, i.e., projects implemented in 1978 will for the most part be continuing in 1980 with concomitant administrative burdens while new projects must be implemented in 1980 and then administered.

The capacity of the Department of Labor and the delivery agents will all be challenged by this cumulative agenda. The plan seeks to distribute the responsibilities and burdens as in 1978 and 1979 through the utilization of many offices in the Department of Labor, other Departments through interagency agreements, community based organizations, prime sponsors and nonprofit intermediaries.

All the initiatives proposed have already been conceptualized and a significant degree of developmental work has been accomplished. If these activities represent the last significant new initiatives on the youth front, so that in 1980 the total focus can be on completing what has been proposed rather than laying plans for new efforts in 1981, and if the phasedown of 1978 projects begins in 1980, then the agenda outlined in this plan can be completed.

Another dimension of the feasibility question is simply cost. The resources available for initiatives in 1980 are $104.0 million in YETP discretionary funds, $28.1 million in YCCIP and $26.4 million in SYEP. No unobligated carry-in from 1979 SYEP discretionary dollars is anticipated. This plan fully allocates these resources with a built-in cushion for special needs which will emerge during the year.

A third assessment criterion for this plan is the balance in the distribution of resources. The plan explicitly addresses this issue, involving prime sponsors, national community based groups, labor unions and the private sector. Funds are administered under a variety of interagency agreements, and by nonprofit intermediary corporations as well as under direct administration from OYP. There is a major commitment to the involvement of minority firms and colleges.

The most important criterion, however, is whether the plan will achieve the knowledge development and institutional change objectives of YEDPA. With the completion of activities outlined in this plan, every major youth program will have been comprehensively evaluated. Demonstrations will have been completed to test alternative designs as well as impacts. Resources will have been utilized to achieve recognized program changes. Every major policy issue will have been addressed and comprehensively assessed. Each known service approach will have been carefully tested and new packaging arrangements demonstrated. There will be a vast amount of basic data about youth and their needs. Mechanisms will have been established to interpret and apply this information.

The institutional change effects should also be significant. There is already a track record of major interagency cooperation and this would be continued. The involvement of community based organizations has significantly improved their capacities. Resources will have been used to foster linkages between all major youth serving institutions. Delivery capacity will hopefully have been improved by the large scale investment in dissemination and focused technical assistance.

In other words, the activities financed with 1980 resources should culminate what has been one of the largest efforts ever to improve social welfare programming through structured experimentation and institutional change leveraged by discretionary resources. The result should be a study foundation for youth employment policies and programs to the 1980's.

Fiscal 1980 Projected Funding*

	YCCIP	YETP	SYEP
1. Continuation of Existing Projects			
VICI (CPPV)	500,000		
Low-Head High Continuation	500,000		
Watts Youth Employment and Community Improvement Demonstration	1,000,000		750,000
Exemplary In-School Grant Continuation		5,000,000	
Rural Youth Occupational Information	300,000		
Private Sector Initiatives Continuation		2,300,000	
Youth Career Development for School to Work Transition		1,800,000	
Researching Alternative Program Approaches	150,000	300,000	300,000
Youth Community Service Demonstration		450,000	
Career Intern Program Demonstration		4,200,000	
NOICC		3,650,000	1,350,000
Youth Enterprises Demonstration		1,500,000	
Youth Initiatives in Appreticeship Demonstration		1,700,000	
National Longitudinal Survey		3,200,000	
Youth Agency Involvement Project		400,000	

*All figures in this table are tentative subject to development and negotiation of specific projects. The planning figures are based on the YCCIP, YETP and SYEP budget levels approved by the Conference Committee of the House and Senate.

Continuous Longitudinal Manpower Survey of YCCIP and YETP	600,000	600,000	
Supported Work	3,500,000		
Jobs for Delaware Graduates		2,000,000	
Youth Discretionary Project Feedback Demonstration	100,000	200,000	100,000
Knowledge Development Retrieval Project	100,000	200,000	200,000
Advanced Training Employment Demonstration Project		1,360,000	
Vocational Exploration Demonstration Project			2,300,000
Job Corps Education Improvement Effort		250,000	

	YCCIP	YETP	SYEP
2. Extension, Replication and Follow-Through			
Low-Head Dam Replication	7,800,000		
Cooperative Youth Weatherization Demonstration	6,000,000		
Exemplary In-School Grant Program		9,000,000	
Private Sector Initiatives		6,500,000	
Volunteer Youth Agency Involvement Project		5,500,000	3,500,000
Consolidated Youth Employment Program		12,000,000	
Delinquency Prevention Project		4,300,000	
Mixed Income Experiment		6,000,000	
Career Advancement Voucher Demonstration		3,200,000	
Job Restructuring Demonstration		500,000	
Agriculture Entrepreneurship Project		4,000,000	
Summer Demonstration Programs			11,000,000

3. New Initiatives

	YCCIP	YETP	SYEP
Vocational Improvement		200,000	
Wage and Allowance Experiment	50,000	250,000	
Computerized Assessment	50,000	250,000	
YACC Enrichment	150,000	250,000	
Job Corps Follow-Up		250,000	
Second Chance Program	250,000	500,000	350,000
Career Development Awards		100,000	
Parental Involvement		1,000,000	
Comprehensive Opportunity Project* YIEPP - $2,500,000	500,000	500,000	1,000,000
Labor Union Youth Employment Intermediary	3,000,000		
Handicapped Youth Transition Project		1,000,000	
Support Services Demonstration for Handicapped Youth		350,000	250,000
Solo Parents Demonstration		2,650,000	
Troubled Youth Intermediary Demonstration		2,000,000	
Support Services Demonstration for Substance Abusers		350,000	250,000
Rural Citizens Rights Project		1,000,000	
Rural Models Project	100,000	100,000	100,000
Refugee Employment Efforts		1,000,000	

*All figures in this table are tentative subject to development and negotiation of specific projects. The planning figures are based on the YCCIP, YETP and SYEP budget levels approved by the Conference Committee of the House and Senate.

	YCCIP	YETP	SYEP
4. Translating Knowledge Into Policy			
Minority College Involvement Project		2,500,000	
Minority Research Perspectives Project	50,000	50,000	50,000
Institutional, Dissertation and Small Grant Support	250,000	650,000	500,000
Continuing Research	250,000	1,000,000	250,000

	YCCIP	YETP	SYEP
5. Putting the Lessons Into Practice			
Improving the State Role in Employment and Training Programs	250,000	700,000	500,000
Assistance to Community Groups	250,000	750,000	250,000
Vocational Training		500,000	350,000
Education Systems and Approaches		500,000	150,000
Occupational Information		500,000	
Counseling	100,000	239,000	100,000
Knowledge Development	150,000	200,000	100,000
Supervisor Training		250,000	400,000
Performance Standards and Records	50,000	350,000	50,000
Youth Participation	125,000	125,000	125,000
Brokering Assistance Services	125,000	175,000	175,000
Professional Development of CETA Staffs	25,000	50,000	
Publication and Dissemination	25,000	50,000	25,000
Summer Improvement			150,000
Contingencies and Special Needs Demonstration Project		100,000	
Secretary's Discretionary Fund	2,000,000	3,500,000	2,000,000
TOTAL	$28,150,000	104,049,000	$26,575,000